

GPO PRICE \$ \_\_\_\_\_

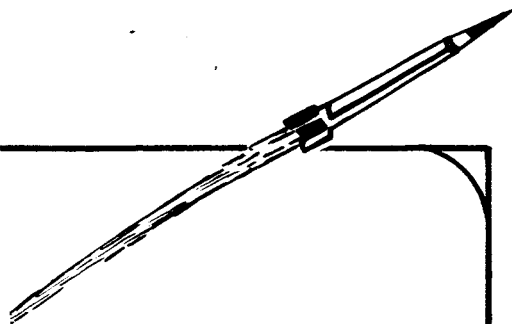
CFSTI PRICE(S) \$ \_\_\_\_\_

Hard copy (HC) 3.00

Microfiche (MF) 1.00

ff 653 July 65

Annie Mary Hartsfield  
Mary Alice Griffin  
Charles M. Grigg  
Editors



*summary report*

# NASA IMPACT

*on Brevard County*

N66 32635

FACILITY FORM 802

(ACCESSION NUMBER)

130

(PAGES)

CR-76952

(NASA CR OR TMX OR AD NUMBER)

(THRU)

1

(CODE)

34

(CATEGORY)

**Institute for Social Research**

**The Florida State University • 1966**

*Summary Report*  
**NASA IMPACT**  
**on**  
**BREVARD COUNTY**

Annie Mary Hartsfield  
*Research Assistant*  
*Institute of Governmental Research*

Mary Alice Griffin  
*Research Assistant*  
*Urban Research Center*

Charles M. Grigg  
*Director*  
*Institute for Social Research*

*Editors*

INSTITUTE FOR SOCIAL RESEARCH  
THE FLORIDA STATE UNIVERSITY  
TALLAHASSEE, 1966

# Contents

Chapter	Page
Introduction .....	7
I Growth, Cooperation and Concern .....	9
Population and Government .....	10
Community Involvement .....	16
II Governmental Organization .....	20
County .....	20
Municipalities .....	21
Special Districts .....	23
III Finances of Municipal Governments .....	28
Revenues .....	30
Expenditures .....	35
IV Finances of County Government .....	41
Revenues .....	41
Expenditures .....	46
V The Educational System .....	50
Pupils .....	50
Facilities .....	52
Finances .....	53
State and National Comparison .....	57
VI Administration and Financing of Water and Sewer Utilities .....	59
Water Utility Systems .....	60
Sewerage Utility Systems .....	64
Problems .....	68
VII Intergovernmental Cooperation .....	74
Contacts Between Officials .....	75
Cooperation in Functional Areas .....	76
Methods of Cooperation .....	79
Problems in Cooperation .....	81
Attitudes of Local Public Officials .....	82

6	Summary Report on NASA Impact on Brevard County	
VIII	The Community and the Newcomer .....	85
	Voluntary Organizations and Newcomer	
	Assimilation .....	85
	Profile of Community Organizations .....	88
	The Organizational Road to Community	
	Integration .....	97
IX	Adaptation of Newcomers—Community Comparison ..	100
	Sample Description .....	100
	Socio-economic Differences .....	102
	Decision Making Process .....	106
	Community Involvement—Voluntary	
	Organizational Membership .....	109
	Perception of Community Power Structure .....	112
	Community Satisfaction .....	115
	Length of Residence in the Community .....	118

## Introduction

The findings reported upon in this Monograph were drawn from ten reports submitted under NASA Grant NsG 508. In such an endeavor the authors of this summary report are solely responsible for the use made of the basic data reported in each of the individual reports. Copies of the individual reports may be secured by writing to the Institute for Social Research, Florida State University, Tallahassee, Florida or The Urban Research Center, Titusville, Florida.

### Report No.

- 1 A Report on Politics and Government in Brevard County, Florida—Harry A. Green, Principal Investigator
- 2 A Report on Special Governmental Districts in Brevard County, Florida—Harry A. Green, Principal Investigator
- 3 A Report on Attitudes of Local Public Officials in Brevard County Relative to Intergovernmental Relations—Harry A. Green, Principal Investigator
- 4 A Study of Intergovernmental Cooperation in Brevard County, Florida—Harry A. Green, Principal Investigator
- 5 A Functional-Fiscal Analysis of General-Purpose Governments in Brevard County, Florida—Harry A. Green, Principal Investigator
- 6 A Report on the Impact of Urban Growth on the Educational System in Brevard County, Florida—Harry A. Green, Principal Investigator
- 7 A Report on the Institutional Capacity of Three Communities in the Cape Kennedy Area—Titusville, Cocoa, and Melbourne—Charles M. Grigg, Principal Investigator

- 8      Summary Report on NASA Impact on Brevard County
- 8      A Survey of the Administration and Financing of Water and Sewer Utilities in Brevard County—H. O. Waldby, Principal Investigator
  - 9      Community Satisfaction and Community Involvement in Brevard County—Charles M. Grigg, Principal Investigator
  - 10     A Study of the Impact of the NASA Space Program on the Finances of Local Government in the Cape Kennedy Area—William P. Dillingham, Principal Investigator

The purpose of this summary report is to bring together in one volume the important findings of all ten of these reports. Those interested in some of the more technical details of the findings and how the research was conducted can refer to the original report.

## CHAPTER I

# Growth, Cooperation and Concern

Fame and prosperity—with their accompanying benefits and problems—were assured Brevard County and the adjoining Florida counties with the 1948 decision to locate the United States long range guided missile program on Cape Canaveral (subsequently renamed Cape Kennedy). Acquiring the Banana River Naval Air Station, the Air Force established a base to serve as launch area and as headquarters for the Eastern Test Range, a test area including satellite instrumentation sites on the Florida mainland, auxiliary bases on the downrange islands, and extending almost 10,000 miles into the Indian Ocean. Its current name of Patrick Air Force Base was assigned in August of 1950. The first of many missile launchings from the Cape occurred in 1950. The impact of a large federal installation on a local community is usually described in terms of economics. The missile program was no exception but was unusual in the size of its impact area. By 1955, the impact of the missile test center on the Cape Kennedy area reached in all directions and was described in Orlando, a city 50 miles distant in Orange County, as “creating a boom comparable to that of 1925.”<sup>1</sup>

In 1958 a second major federal agency, the National Aeronautics Space Administration, began operation in Brevard County. In its role as a civilian agency formed for peaceful space explorations, NASA expanded operations rapidly. In 1963, NASA acquired 88,000 acres of land on Merritt Island adjacent to Cape Kennedy to be used as an industrial center for space exploration. Major federal activity formerly centered at Patrick Air Force Base, shifted north to the Merritt Island area. NASA launched the Explorer, Tiros,

<sup>1</sup> Orange-Seminole Joint Planning Commission, *History of Development in Orange and Seminole Counties*, p. 30.

## 10 Summary Report on NASA Impact on Brevard County

Mercury, and Saturn missiles. Construction was begun on a scientific complex of over fifty major buildings and a launch complex to accomodate the Apollo-Saturn V manned lunar exploration. Launch date of the first Saturn V is scheduled for 1967.

### Population and Government

The location of the missile and the space exploration program in Brevard County has contributed significantly to the population increase and economic development of Brevard and its adjacent counties. These developments were accompanied by changes in the social, governmental and political structure of the area. Although the impact area is considered to be six contiguous counties—Brevard, Indian River, Volusia, Osceola, Orange and Seminole—to the space center, this study is limited to the social and governmental impact in the Brevard County area. A comparison of population increase in the 1950-1960 decade indicated Brevard's population increase was 371.1 per cent, for the six counties, 127.9 per cent, for Florida, 78.7 per cent, and for the United States, 18.5 per cent. During this decade Brevard was the fastest growing county in the United States and as such faced all the problems concomitant with such expansion.

Existing governmental facilities were strained as services were extended and expanded to provide for the large influx of migrants. Municipalities expanded through annexation and new municipalities were incorporated as a result of the population growth in the county. Brevard County has continued to experience a polynucleated development rather than a monoculeated urban concentration

TABLE I  
POPULATION OF BREVARD COUNTY AND SELECTED AREAS  
1940, 1950, AND 1960<sup>a</sup>

Area	1940	1950	1960	Increase 1950-60
Brevard County	16,142	23,653	111,435	371.1%
Six-county region <sup>b</sup>	181,306	262,993	599,579	127.9
Florida	1,897,000	2,771,000	4,951,560	78.7
United States	131,669,000	151,326,000	179,323,000	18.5

<sup>a</sup> U. S. Census Reports.

<sup>b</sup> Contiguous counties of Brevard, Indian River, Volusia, Osceola, Orange and Seminole.



characteristic in the development of most metropolitan areas prior to 1920. Instead of a central city, there are four cities almost equal in population which provide a center for their particular area in the county—Titusville in the north, Cocoa in the center, and Eau Gallie and Melbourne in the south. In each of these centers smaller cities have developed, in some cases almost surrounding the existing older cities. The result is a fragmentation of political authority among the separate cities that inhibits the coordination of functional government activities for the areas of population concentration. The multiplicity of governments providing services has resulted in an imbalance, not only between municipalities but even between county residents living in different areas of the county. This is especially true of services carried on by special districts such as recreation and fire protection.

The creation of special district governments to provide specific service within a limited area without enlarging authority of existing governments increases functional disintegration of services. In Brevard County, as in all Florida, the creation and operation of special districts are nebulous areas of government. Once legally created it may be difficult to determine if a district is activated, to obtain information on its operation, or to determine if its operation is terminated or abolished. This lack of uniformity in creation, power and purpose of districts is confusing to the citizen interested in government. Although labeled districts, some may be completely autonomous with broad powers while others are merely an authorization for special tax assessments by the Board of County Commissioners to provide a specific service. Condemnation is not absolute for in some instances where services are needed that involve more than one governmental entity, a special district may be the most economical solution for the citizen. Generally, however, the confusion concerning the operation of districts has led to weakened public accountability.

One indication of the expanding governmental services may be seen in revenue and expenditure patterns of local governments. Comparisons are difficult as studies made of various cities in Brevard County revealed a difference in accounting systems and, in a span of years, within a city. Examination of accounts were limited to the general fund but the difference and changes in classification of revenue and expenditures suggest it would be wise to use comparable figures only with reservation.

## 12      Summary Report on NASA Impact on Brevard County

Total revenues for municipalities have increased more rapidly than population in all cities studied except Melbourne. The only clear cut pattern of use is the major emphasis placed by the municipalities on property tax and on cigarette tax as sources of revenue. Contrary to the national trend of diminishing importance, in Brevard cities the property tax is of increasing importance as a percentage of the total revenue collections. Normally, property tax revenues lag behind population increases, but again, except for Melbourne, per capita property tax collections have risen in the Brevard cities studied. This probably reflects the county-wide reassessment in 1957 which was utilized by most cities, as well as the addition of new properties to the tax roll. The continuing increase in cigarette and other "consumption" taxes is attributed to the increasing population but again, another atypical factor must be considered. Per capita personal income in Brevard County increased from \$1,018 in 1950 to \$2,457 in 1962, an increase of 141.4 per cent compared with the 59 per cent increase experienced for this period in Florida and the rest of the nation. Rising revenues seem more likely to be based directly upon the increasing income level rather than to any discernible change in the local tax patterns.

Based on functional expenditures the major emphases in Brevard municipalities are for public safety and public works with slightly more emphasis on the safety feature. Administration expenditures rank third in all but two of the smallest municipalities where, since operations are limited, this is the most important function judged by percentage of budget allocation. Of course this study does not examine the adequacy of services provided but merely indicates that municipalities have been able to maintain fiscal solvency in the face of tremendous pressure for expanded services.

County government has also expanded services to meet new needs. In the ten-year period 1952-1962 total expenditures increased 746 per cent. Reduced to a per capita basis, the increase was an impressive 64.2 per cent. Highway maintenance and construction receives major emphasis on the county level but much of the funds come from state sources for this work. The largest functional increase on a per capita basis in the period examined was for law enforcement and auxiliary operations of government. Revenue sources of both municipal and county governments in Florida are specified by the state and are rather inflexible.

Property tax revenue is also the main source of county revenue

and compared with other counties in Florida is now high. Only three of Florida's eleven counties with population over 100,000 have per capita tax rates higher than Brevard's. State sources of revenue, once important to county government, have decreased from 19 to 5.9 per cent of county funds in the 1951-1963 period. Collections from the property tax have remained fairly constant as a proportion of county revenue but have almost doubled on a per capita revenue basis. In this same period 16 per cent of the county area has been acquired for NASA purposes, thus has been lost to the county as a tax base.

The school system in the county, administered by the County Board of Public Instruction, is the third major local government. The impact of NASA on schools may be measured in terms of increased student enrollment, school facilities, and school funding. In the period 1950-51 to 1963-64, average daily attendance in Brevard schools increased from 4,163 to 39,873 students, a rise of 857.8 per cent. In this same period the percentage of pupils classified as federally connected rose from 10.1 per cent to 47.9 per cent of the total. Although other schools throughout the nation experienced increased enrollment attributed to the post World War II population explosion, the high increase in federally connected pupils indicates the influence of NASA and other federal projects in this area on the pupil enrollment.

School facilities have experienced a similar increase, school rooms have grown from 117 to 1,473 in the 14 year period. During this time school centers, a complex of school facilities at one location, have grown to 46 from 12, and the average number of classrooms in each center reached 32 in 1963-64 from an average of 10 in 1950-1951.

Funds for operation and for capital outlay are provided by the county, the state and the federal government. The major portion of operating funds comes from the state, and although declining, has averaged approximately 50 per cent of all funds for the last four years studied. Federal funds in the period since 1950 have increased and in 1963-64 represented approximately 16 per cent of total operating funds. Under Public Law 874 the federal government assumes part of the responsibility for education of children in federally impacted areas. The major source of county tax revenue for schools is the ad valorem property tax. Assessed taxes for school purposes in Brevard County rose from \$373 thousand in 1952 to \$5,918 thousand

## 14      Summary Report on NASA Impact on Brevard County

in 1963. Problems of continuing increase from this source have been pointed out in connection with tax revenues for municipal and county governments.

Expenditures for operation of schools, based on the per pupil average daily attendance cost for current expenses, has increased more rapidly than enrollment. In 1950-51, \$153.72 was spent for this purpose and in 1963-64, \$370.20 was spent for current expenses per pupil in ADA. Brevard County bond issues have provided a major source of capital outlay funds but since these represent long term investments, actual yearly expenditures distort the cost figures for any one year.

The provision of water and sewer facilities in a rapidly expanding area also poses special problems for the governments involved. A survey by East Central Florida Regional Planning Council in May, 1964, ranks Brevard County high in the percentage of population receiving water and sewerage service compared with adjacent counties. It was estimated that 87 per cent of the population was served by a water system and 62 per cent served by a sewerage system. Water service is provided by four municipal systems and nine private systems while sewerage service is provided by six municipal systems and 21 private systems. A survey of all but three of the private water and sewerage systems revealed problems connected with these services.

The spring drought in 1964 focused attention on the potential water shortage problem of Brevard County. Use of water in both the Melbourne and Titusville areas was curtailed but a long range plan for the solution to the problem which has been in existence for over ten years has not yet been implemented nor does immediate action seem likely. The estimated cost of this plan, which would serve the Upper St. Johns area by storing water for future use, is \$47 million.

A second problem deals with the quality of water. Generally the municipal supplies are satisfactory but iron, sulfides, salt, color and some bacteria in private wells and a few of the private water utilities results in occasional disputes.

The high water tables plus an over abundance of septic tanks frequently have created health hazards. The Brevard County Health Department in October, 1963, adopted a policy prohibiting issuance of septic tank permits for establishments using more than 1,200 gal-

lons of water per day unless central sewage facilities were to be available within a specific period of time.

The extension of utility services creates another problem for municipalities and private systems. Since the costs of extension and maintenance of lines is quite high, the system must be assured of a certain volume of business for reimbursement. Maintenance of sewer lines is more expensive than of water lines. The flat terrain of Brevard County creates a pumping problem.

Both municipal and private firms have difficulty maintaining pay scales competitive with the federal government and contracting companies in the area. The recruiting and retaining of qualified employees has become a major administrative problem, especially for the private firms.

The Board of County Commissioners has established a water and sewerage board, chaired by the county sanitary engineer. This Board acts in an advisory capacity to the County Commissioners and is instrumental in guiding policy decisions relating to water and sewerage services.

A last major problem is the financing of capital outlays for both water and sewer systems. Bonds, revenue certificates, and accumulated funds have been used. Relatively liberal loans, matching grants-in-aid and other assistance from the federal government, such as interest free advances for planning, have been of a major help. That problems do accompany even this type of assistance is illustrated by the \$4.5 million non-interest bearing loan received by Cocoa to provide water to the installations at Cape Kennedy. The contract requires the city to bear cost of moving lines and at present the cost is becoming almost prohibitive because of extensive construction.

Cooperation among governments, always important, seems very necessary in Brevard County with its increase in governmental entities and increase in problems of providing services to a rapidly expanding population. A survey of officials, representing fifty local governments, gave some insight into cooperative practices. Formal government-related organizations, meeting regularly, were of value in promoting contacts between officials, providing an opportunity for discussing intergovernmental problems, and, in the case of one, serving as a center for information exchange.

In the functional areas of fire protection, police protection, and water supply, excellent cooperation has existed among the various

governments. In maintaining public libraries and constructing and maintaining parks the county and municipalities have worked together to serve the citizens of the area. In other areas very little cooperation has occurred. The importance of cooperative planning is just being realized and present efforts are indicative of future cooperation in this area.

Information exchange was the most frequently mentioned method of cooperation with mutual aid, usually in fire and police protection, also being ranked high by officials surveyed. Other methods frequently mentioned involve parallel action, such as the employment of one planner to serve two cities and the provision of funds for joint activities. Problems resulting from cooperative efforts were almost totally lacking.

Officials, responding to an attitude survey, came out strongly for cooperative governmental efforts in four functions—planning, sanitation and sewers, water supply, and fire protection. Interestingly, officials of municipalities responding also favored both consolidation of existing cities and restriction of new municipalities. Concentrating on cooperation among levels of government, strong support was given a thesis of federal responsibility in the Cape Kennedy area and similar support was given that of state responsibility in this area. However, there was no clear cut answer as to what such responsibilities might be. In view of the responses, cooperation in the provision of services on an area basis seems recognized as of value and acceptable to the present officials of local government but, to date, serious efforts have not been made for governments to work together to ease problems at the local level.

### **Community Involvement**

The assimilation of newcomers into the established communities is another major concern. A study was made of three communities in Brevard County, Cocoa, Melbourne and Titusville, to test certain ideas concerning the adaptation of newcomers to the Cape Kennedy area. One phase dealt with an analysis of factors influencing individual adaptation. Another phase dealt with voluntary organizations, which as part of the formal organization of the community, may serve as insulators against rapid change or may serve as an instrument of orderly change. As an integrating force in the community these organizations provide means for newcomers in these commu-

nities to participate in the civic, cultural and religious life of the area. Because of the rapid population growth, tremendous pressure has been placed on the organizational structure of the community. In the past ten years the increase in number and type of voluntary organizations in each of the three communities has kept pace with the population growth. However, this increase has occurred in those organizations classified as hobby, cultural and recreational. There has not been a comparable growth in economic and service-related organizations such as the Chamber of Commerce, Rotary Club, and Kiwanis. The level of participation by the newcomers is low throughout the county in comparison with a similar study made in North Carolina in 1960-1961, however, there is no general county-wide pattern or attitude as there are significant differences in the three communities.

In terms of occupation, education, and to a much lesser extent income, the newcomers are fairly evenly distributed among the communities—Cocoa, Melbourne and Titusville. In numbers however, there is a significant difference. Melbourne received the largest proportion of migrants of the three communities, 56.8 per cent of those who have moved into the area in the past two years. Titusville with 25.1 per cent of the newcomers was second in number of migrants. Melbourne has the largest proportion of newcomers participating in the community with Titusville having the lowest level of participation. There are more newcomers in positions of leadership within the various organizations of Cocoa and Melbourne than in Titusville, but Titusville is relatively new as far as experiencing an appreciable influx of space-related personnel.

Two particular organizations attract newcomers—the P. T. A. and the churches. In at least one community however, tension has developed between the newcomers and the old-timers over the various types of programs offered by the local school. In regard to the church there is considerable concern by the ministers as to the participation of the newcomers in the church program. A number of ministers commented on the lack of commitment of the newcomers to the total church program, with specific reference made to the minimal financial contribution.

The neighborhood has developed as an important factor in community involvement. The initial relationship at the neighborhood level forms the basis for participation in other organizations, which may or may not bring the newcomer in contact with the local com-

munity. Of the methods of entry into community activities, neighborhood seems to be the most inclusive with church activities second, and the P. T. A. third. These three roads to participation include both parents and to some extent the children. At this point the family separates with men participating in service organizations and women through membership in such organizations as Women's Clubs and Garden Clubs. Men tend to participate to a much lesser degree than women in the service organizations of the community. The implication to be drawn is that these organizations are directly committed to the local community, its economic and cultural growth. Employees of NASA are relatively independent of the community deriving their income from an outside source of funds. Then, the organizations gear their meetings to the local businessmen usually meeting at lunch. This makes participation by the space personnel, working at some distance from the community, very difficult.

Satisfaction of the newcomers with the community differs in the three communities, with Melbourne residents expressing satisfaction with the community and feeling that no particular group has undue influence. Titusville newcomers are the least satisfied of the three groups and feel that "businessmen" and "the old families" have an undue influence in decisions. Although the level of satisfaction is lower than that shown in a comparable community study in North Carolina, the fact that it is at its present level may be attributed to certain stabilizing factors characteristic of the community. These stabilizing factors are the high proportion of migrants who (1) have come into the area from other parts of the state and from other southern states; (2) have been married ten years or longer; (3) have made less than two previous moves before moving to their present residence; and (4) defined their move into the area as a permanent one and expect to stay in the area.

In spite of many stabilizing factors there is no question that community satisfaction and participation is relatively low. Length of residence in the community is highly related to both but in a pattern which suggests that the main function of length of residence in the community is to decrease the proportion of respondents who are "undecided" or "don't know." One of the unique situations of the area is the fact that the location of work is localized on the Cape, but that residence is dispersed over the entire county. This suggests that although the men have a common work situation they do not



share common community problems. Thus it seems that work is the common bond rather than the community. This reverses the usual pattern of diverse work interest but common community interest. This is particularly true as the three communities are perceived quite differently by their inhabitants.

## CHAPTER II

# Governmental Organization

One effect of the significant economic and population growth in the impacted area would be the multiplication of local governments. In this, the area would merely conform to a characteristic of growth seen in metropolitan areas throughout the United States. Local government may be classified by three types: county, municipal and special district, but it is in the latter two types that multiplication occurs with growth.

### County

In Florida, the principal political or governmental subdivision of the State is the county. Not only is the county the main subdivision in the administrative department of the state, it is also the basis for circuits and districts in the judicial and legislative departments. In this, the State of Florida differs from many other states in which counties either never occupied an important place or have atrophied away with changing conditions. The creation, existence, and functions of county government in Florida are provided for both by the Constitution and by statutory law. A county possesses only those powers specifically granted or implied by the state. Any changes in power to meet new problems must be obtained from the state legislature through special or local laws.

Physical characteristics of Brevard County have special implications for its government, politics, and future growth. Sixty-six miles long and approximately 20 miles wide, Brevard is flat and marshy, rising only 50 feet above sea level at its highest point, the Atlantic Coastal Ridge. This ridge ranges from one to three miles in width

and runs the entire length of the County, separating the marshland and sandy prairie of the St. Johns River Valley to its west and the coastal area with the barrier islands on its east. A major part of the barrier islands (separated from the mainland by the Indian and Banana Rivers) is devoted to the NASA space program. The county seat is located at Titusville in the northern part of the county. The length of the county and the population concentrations occurring in the central and southern parts of the county requires field offices of major county agencies be established in these areas. Court House Annexes are maintained in both Rockledge and Melbourne to facilitate services for citizens throughout the county. Problems involving coordination and cooperation between the various towns and the county government have resulted from this urban spread.

### Municipalities

Municipalities in Florida also derive their power from the state, operating under either general law or by grant of a legislative charter in a special act by the legislature. However, municipal governments, although creatures of the state, are not considered political subdivisions of the state, and there is no central supervision of their activities. Municipalities are much less uniform in structure, organization and function than are the county governments.

Contrary to the usual pattern of urban growth in the United States in which one central city develops, Brevard County has no central city but rather has four cities almost equal in population which provide a center for their particular area of the county, Titusville in the north, Cocoa in the center, and Eau Gallie and Melbourne in the south. Population figures shown in Table 2 for the years 1940, 1950, and 1960 illustrate the pattern of urban development that has occurred. Each of the three major developmental divisions, north, central and south are characterized by the development of smaller towns adjacent to the existing cities. In the southern complex, Melbourne Village and West Melbourne are almost surrounded by the development of Eau Gallie and Melbourne. In this area also are the towns of Palm Shores, Palm Bay and Malabar. Although possessing the largest population concentration in the county, the fragmentation of political authority among the separate cities inhibits the coordination of functional and intergovernmental cooperation. One example of this was the insistence of Melbourne and Eau

## 22 Summary Report on NASA Impact on Brevard County

Gallie on building separate water plants (in close proximity) on Lake Washington to furnish water for the separate towns.

The central urban complex in the county, consisting of the incorporated areas of Cocoa, Cocoa Beach, Rockledge and Cape Canaveral, also are surrounded by unincorporated developments both on the mainland on on Merritt Island.

In the northern part of the county Titusville is the only incorporated city. In 1963 Whispering Hills, a suburb of Titusville and Indian River City (not incorporated) were merged with the older city. Because of the expansion of NASA facilities on Merritt Island, it is anticipated that this northern part of the county will receive the predominant share of future population growth in the county.

TABLE 2  
POPULATION OF BREVARD COUNTY CITIES

City	1940	1950	1960
Eau Gallie	873	1,554	12,300
Cocoa	3,098	4,245	12,294
Melbourne	2,622	4,223	11,982
Titusville	2,220	2,604	6,410
Rockledge	725	1,347	3,841
Cocoa Beach	49	246	3,475
Palm Bay			2,808
West Melbourne			2,266
Indialantic			1,653
Melbourne Beach	90	230	1,004
Whispering Hills <sup>a</sup>			834
Satellite Beach			825
Melbourne Village			458
Totals	9,677	14,449	60,150

Source: *Statistical Abstract of Florida*. Council on Economic Development, 1962.

<sup>a</sup> Whispering Hills was annexed by Titusville in 1963.

Brevard County has and continues to experience a polynucleated development rather than a mononucleated urban concentration characteristic in the development of most metropolitan areas prior to 1920. At present Brevard County is divided into three areas of concentrated urban development with scattered commercial uses between them. Future population and economic growth probably will raise the question as to whether it will accentuate the dispersed pattern of governments already established.

### Special Districts

The fundamental cleavage between the central city and the suburbs and the resulting politics of governmental fragmentation in the metropolitan community is termed "schizoid polity" by one writer.<sup>2</sup> Such cleavage exists in Brevard County but whether or not this is a political and governmental sickness is a subject which is open for discussion. Certain social, political and economic values are served by this pattern, but it also inhibits governmental adaptation to the problems resulting from urban growth. One factor encouraging fragmentation is the lack in existing political entities of authority and funds necessary to provide the type and level of public services demanded by many urban residents. One solution used in extending governmental services without increasing authority of the existing units of government is the creation of separate government entities, labeled special districts. Some confusion arises in the term "special district" since many legislative bodies, including Florida, use the term interchangeably to indicate both dependent and independent governmental entities. The three attributes essential for classification as a district according to standards of the U. S. Census Bureau and generally accepted are: 1) an organized entity, 2) governmental character, and 3) substantial autonomy. Many so-called districts are simply areas delineated and administered by an existing governmental unit to provide special services or improvements through special assessment in the area receiving the benefit.<sup>3</sup> Table 3 lists the special districts authorized for Brevard County by date and authority for creation. Those districts not possessing autonomy in operation or not existing as a separate entity have been identified as dependent. For example, the street lighting districts may be created and are governed by the County Commissioners on the petition of two-thirds of the property owners of any described area. Their purpose is to construct and maintain street lights in the area. The Commissioners are authorized to levy a tax against property in the area up to 5 mills on the assessed dollar valuation to carry out this purpose. Since their operation is under the Board of County

<sup>2</sup> Scott Greer, *Governing the Metropolis* (New York: John Wiley and Sons, 1962), pp. 107-128. Professor Greer is Director, Center for Metropolitan Studies, Northwestern University.

<sup>3</sup> John C. Bollens, *Special District Governments in the United States* (Berkeley: University of California Press, 1957), p. 228.

## 24 Summary Report on NASA Impact on Brevard County

Commissioners, they are classified as dependent. In Brevard County a majority of the local government officials indicated their opposition to the creation of special districts. However, their increase in the past decade reflects their acceptance as a satisfactory solution to the problems of an expanding population both in and out of incorporated areas.

TABLE 3  
CURRENT BREVARD COUNTY SPECIAL DISTRICTS

Name of District	Original Authorization	
	Florida Law	Date
Sebastian Inlet District	7976	1919
Crane Creek Drainage District	9974	1923
Melbourne-Tillman Drainage District	9999	1923
Florida Inland Navigation District (previously enacted, Chap. 12026, 1927)	14723	1931
Brevard Mosquito Control District	18437	1937
Municipal Housing Authorities (three: Cocoa, Melbourne, & Titusville)	17981	1937
Brevard County Housing Authority	20220	1941
Board of Public Instruction of Brevard Co. (consolidated separate school districts)	23726	1947
Central & South Florida Flood Control District	25214	1949
North Brevard Hospital District	28924	1953
Canaveral Port District	28922	1953
Special Road & Bridge District No. 16 (dependent)	30600	1955
Central Brevard Recreation District	30608	1955
South Brevard Hospital District	28924	1957
Melbourne Airport Authority (dependent)	59-1573	1959
Cape Canaveral Hospital District	59-1121	1959
Brevard County Special Road & Bridge District No. 16	30600	1955
Titusville-Cocoa Airport Authority	63-1143	1963
Street Lighting Taxing Authority (dependent) (13 created to date)	63-1138	1963

Two major problems are faced in identifying special districts: first, determining if districts are activated after legal authorization has been passed, and second, determining if districts have been abolished or have terminated if no longer active. The primary means of determining the status of a district is to check current tax levies but for those districts that no longer or never did depend on tax levies for operation this method is to no avail. Where creation is conditioned by referendum of the electors in the area, status can still be questionable if an election is not scheduled. Since many of these

laws do not have a time limit for activation, it is assumed that legislation is still in effect and may be used at some future date. For other districts authorized in Brevard County and not dependent on a referendum no record can be found of any activity as a legal district. Status of the Brevard County Gas District authorized in 1957, the Brevard County Erosion District authorized in 1949, and the Brevard County Water and Navigation Control Authority authorized in 1963 are questionable. None appear to have been activated. Termination of operation is equally difficult to determine. Brevard County officials indicate the Crane Creek Drainage District, established in 1923, is still active; however, records of the Trustees of the Internal Improvement Fund show that this district was no longer operative in 1949. A cursory examination of these districts reveals a complete lack of uniformity in organization, powers and purpose. In recent years there has been a trend toward centralization of control in the hands of the county commissioners. This is manifested in the establishment of dependent entities governed by the county commissioners and also in granting the county commissioners authority to appoint the governing body of the district. An example of this trend is seen in the control of the Titusville-Cocoa Airport Authority, established by special act in 1959. Originally, board members were appointed by the mayors of the two cities concerned, but in 1963 new legislation gave the County Commissioners authority to appoint four of the six board members. In geographic areas the districts have a wide range. Three of the districts, Sebastian Inlet, The Central and South Florida Flood Control District, and the Florida Inland Navigation District extend beyond the boundaries of Brevard County. The others are located within the county. The Brevard Mosquito Control District's boundaries are coterminous with those of the county and it is a dependent activity of the county commissioners. Presumably the function of this district could have been performed by the County Commission within its existing powers or by adding to its existing authority.

The lack of uniformity existing in districts created for the same function is illustrated in Table 4 in the comparison of the three hospital districts. The Canaveral Port District with authority broader than the average municipality illustrates the possible complexity of a special district. Covering the northern half of the county it is authorized to maintain, operate and administer a deep water port, harbor and facilities, to grant franchises, exercise police

power for the control and operation of the port, to levy and impose franchise and ad valorem taxes, and to exercise the power of eminent domain.

Somewhat different from the above districts are the Brevard County, Titusville, Cocoa and Melbourne Housing Authorities, all federally inspired governmental units. Although the Governor appoints the commissioners for the county authority and the mayors of the respective cities appoint the commissioners for the municipal authorities, their creation is based on model legislation recommended by the Federal Housing Administration, and these units are essentially creatures of the federal government. Cooperation between these bodies is evident in the appointment of one executive director who serves all four authorities.

TABLE 4  
GOVERNING BODY AND AUTHORITY OF BREVARD COUNTY  
HOSPITAL DISTRICTS

Name of District	Selection of Govern. Body	Tax Limit	Bond Limitation			Bond Apprv. Refer- endum
			Maturity	Interest	Amount	
North Brevard Hospital District	appt'd by mayor & Bd.	5 mills	40 yrs.	6%	none	yes
South Brevard County Hos- pital District	County Com. elected	5 mills	none	none	none	no
Cape Canaveral Hospital District	appt'd by Governor	1 mill	40 yrs.	6%	20% of assess. val. max.	yes

Generally, special districts have been criticized for functional disintegration of governmental services resulting from the cumulative effect of their use within an area. Without a view of the overall government there can be no coordination of purpose in planning. Within the various governments there will be an overlapping of functions and weakened public accountability. A study of the special districts in Brevard County, however, leads to the conclusion that condemnation cannot be absolute. In some instances, particularly where more than one government entity is involved, a special district is the most economical and expeditious solution in furnishing services.



It is suggested that the Brevard County legislative delegation sponsor legislation to improve and standardize procedures for the creation, the control (through annual, fiscal and organizational reports), and the termination of special district governments. Termination provisions should include a terminal audit revealing disposition of assets and should establish a procedure for automatically abolishing districts that remain inactive for a stated period of years.

## CHAPTER III

# Finances of Municipal Governments

Another indication of the impact of the aerospace program on local governments in the Cape Kennedy area may be seen in their revenue and expenditure patterns.<sup>4</sup> Increases in population density inevitably generates demands and needs for public services. Not only is it necessary to extend existing services to more people but additional and more elaborate services must be developed to cope with new problems. This "social cost of togetherness" is accompanied by rising expenditures. This presents a major problem since expenditures tend to rise more rapidly than do revenues. Local government revenue sources do not normally respond rapidly to changes in population growth.

The large influx of population accompanying a federal installation has a further complicating factor for local governments. Federally owned land and other property are not subject to local ad valorem tax. Thus the increase in federally owned property within a governmental entity reduces the tax base for that government. To determine the extent of this and other problems resulting from the NASA installation, patterns of revenue and expenditures for the county and municipal general governments and the school district for Brevard County were examined.

Three cities, Malabar, Indian Harbor Beach and Palm Shores, are not included in this study for one or more of the following reasons: 1) population under 1,000; 2) unincorporated in 1960; or 3) fiscal data not available. The addition or expansion of services is dependent on revenues adequate to cover costs. Municipalities in Brevard

<sup>4</sup>All revenue and expenditure figures for Brevard municipalities were derived from the annual audit reports which city officials made available for use, and are for the General Revenue Fund only.

County, as elsewhere in the United States, have had difficulty finding sufficient revenues to finance needed services. Success or measure of accomplishment may be seen in comparing the 377 per cent increase in revenues in Brevard municipalities (from \$793.5 in 1952 to \$3,787.7 thousands in 1962) with the 106.6 per cent increase registered nationally for municipalities in the 1952-1962 decade. Even the per capita increase in revenues is surprising. A general assumption, and usually justified, is that governmental revenue does not increase as rapidly as does population; thus, per capita tax collections fall.<sup>5</sup> Table 5, based on revenue receipts to the general fund, shows

TABLE 5  
PER CAPITA REVENUES FOR SELECTED YEARS  
SEVEN BREVARD MUNICIPALITIES

YEAR	Eau Gallie	Cocoa	Mel-bourne	Titus-ville	Rock-ledge	Indian-lantic	Mel-bourne Beach
1963	64.28*	52.64	43.70	48.23	67.06	60.39	43.82
1962	61.04	50.90	46.37	48.85	57.06	49.58	40.03
1957	40.48	48.27	53.72	39.69	47.17	46.02	n/a
1952	30.10	48.13	62.71	31.52*	35.74	n/a	n/a
1951	26.36*	57.46	65.21	35.17	n/a	n/a	n/a

\* Cigarette tax reported down from preceding year.

Source: Technical Report No. 10, NASA Grant NsG-508, pp. 5-20.

that in Brevard County this assumption applies in only two of the seven cities examined. If non-tax revenue were included in this comparison, only Melbourne would register a decrease in per capita tax collections in the years 1951 to 1963. For both Melbourne and Cocoa decreases in collections occurred in items classified as miscellaneous receipts but for other revenues increases have been consistent.

Any conclusions or assumptions based on the pattern of receipts or expenditures over a period of years, both for individual cities and between cities, must be qualified by two factors. The first is the absence of any uniform accounting or reporting procedures among the cities. Revenues from the same source may be placed in the

<sup>5</sup> Population estimates used computing per capita revenues and expenditures are based on county population estimates prepared by the Bureau of Business Research at the University of Florida under the direction of John Webb. Interpolation for the years between 1950 and 1960 and the succeeding years are done on the assumption that the change in city population each year is at the same rate as change in total county population.

general fund in one city (and be covered in this report) and in another city may be earmarked for a special purpose, such as retirement of bonded indebtedness, and placed in an interest and sinking fund. Or, finances for operating a municipal utility system may be handled in a separate fund in one city with surpluses if any, transferred to the general fund periodically. In another city all charges for utility services may be deposited in the general revenue fund and costs of operating be paid from the same fund. Obviously comparisons of totals or per capita figures for the two cities will be misleading. A second factor that distorts patterns of revenue or expenditures within a city is the changes in accounting procedures within the time span examined. For example, in Melbourne, utility tax revenues were placed in a special fund subsequent to 1957. In the prior year utility revenue represented 5 per cent of the city's total general revenue. Differing methods of handling nonrecurring financial transactions also complicates comparisons between cities and within a city. The sale of \$263 thousand utility bonds in 1951 represented 48.6 per cent of Cocoa's total revenue. In this same city utility revenue was not reported in 1952 but in 1951 was recorded as \$78.8 thousand and in 1953 as \$103.2 thousand. Present city officials are unable to offer an explanation of this aberration.

### Revenues

Municipalities are permitted by the State Constitution to impose taxes for municipal purposes but tax sources are limited and are strictly controlled by the state. The three tax bases that are utilized are property, consumption and business. (The Florida Constitution prohibits income taxation.) For the purpose of examining income and expenditure patterns in this study, all sources of revenue that provide a relatively stable income have been classified as tax revenues. The primary income sources of Brevard municipalities are property tax, cigarette tax, franchise tax, utility tax, occupational license fees, fines and forfeitures, permits (such as construction), and charges for various municipal services (such as garbage collection and parking meter revenue).

#### *Property Tax*

Historically the *ad valorem* property tax is the major source of municipal revenue. In 1902, this source represented 73 per cent of

municipal revenue in the nation but in 1962 the yield represented only 44.3 per cent of municipal revenues. In Florida property tax is the major revenue producer although in some municipalities it has diminished in importance because of the low assessment ratio and the homestead exemption provision (i.e., the first \$5,000 of assessed valuation of homes occupied by owners are exempt from taxation under Florida's Constitution). But in Brevard municipalities there has been an increasing instead of a diminishing trend in property tax collections. In the 1952-1962 period this source of revenue rose

TABLE 6  
MUNICIPAL PROPERTY TAX REVENUES FOR SELECTED YEARS

	1963	1962	1957	1952	1951
<i>Per capita</i>					
Eau Gallie	\$27.42	\$27.12	\$13.07	\$15.78	\$15.55
Cocoa	20.53	21.00	13.97	10.29	20.34
Melbourne	14.02	15.31	15.13	20.79	22.61
Titusville	9.32	9.53	5.48	3.73	3.83
Rockledge	24.85	26.10	15.93	18.80	..
Indialantic	21.80	22.77	11.12	..	..
Melbourne Beach	11.96	14.21	..	..	..
<i>As a per cent of total revenue</i>					
Eau Gallie	43%	45%	32%	52%	59%
Cocoa	39	41	29	30	35
Melbourne	31	33	28	33	35
Titusville	19	19	14	12	11
Rockledge	37	46	34	53	..
Indialantic	36	46	24	..	..
Melbourne Beach	27	35	..	..	..

from 32.5 per cent to 37 per cent of total general revenues. This increase has not been constant each year nor is it reflected in records of all the cities examined. Percentage of revenue received from property tax is still below that of the national average however, and any increases only represent an approach to the average of the nation by the Brevard cities. Per capita yield from the property tax and per cent of total municipal revenue derived from this source is shown in Table 6 for seven Brevard municipalities. Even considering variations in accounting practices the property tax must be recognized as the major revenue producer. Titusville is the only city that did not obtain a major portion of its revenue from property tax.

*Cigarette Tax*

Cigarette tax in Florida is a shared tax, imposed and collected by the state. For those incorporated municipalities adopting a local ordinance a portion of tax collected within the city is returned for municipal purposes. The importance of this source in the total revenue picture has fluctuated with the years and among the various cities. A height was reached in 1958 when this tax represented 20.2 per cent of municipal general revenues. In 1963 it had declined to 15.7 per cent of total general revenues. The relative importance of the cigarette tax in the various cities in 1963 is seen in Table 7.

TABLE 7  
CIGARETTE TAX REVENUE IN 1963  
AS A PER CENT OF TOTAL GENERAL REVENUE

City	Per Cent of Total
Eau Gallie	13.5%
Cocoa	19.4
Melbourne	20.2
Titusville	25.4
Rockledge	13.1
Indialantic	12.5
Melbourne Beach	4.0
West Melbourne	28.5
Palm Bay	19.1
Satellite Beach	18.2

*Utility tax*

A third major source of municipal revenue is the public utility tax. Florida law permits any municipality to levy a tax (up to 10 per cent) on monthly bills for electricity, gas or telephone service. This tax is collected by the utility company and remitted to the municipality imposing such levy on users in its jurisdiction. Yield from the utility tax has increased constantly since 1952, but varying practices of municipalities in committing utility revenues to separate funds creates a break in pattern of collection for the years studied.

*Other taxes*

Other sources of revenue cannot be placed in any particular order since they vary widely in relative importance from city to city.

Fines and forfeitures provided 7.7 per cent of 1963 municipal revenue compared with 6.9 per cent in 1952. Only in one city, Palm Bay, is the revenue from this source considered major and is used to offset costs of the police department. Collections fluctuate from year to year but do consistently increase when additional police personnel are employed.

Occupational license fees, consisting of both business and professional licenses, have increased in dollar amounts but as a per cent of total revenue for municipalities has decreased 1 per cent, from 7 per cent in 1952 to 6 per cent in 1963. Usually the city's only restriction in setting rates is the requirement that the amount be "reasonable."

Franchise tax and garbage collection fees, where assessed, produce enough revenue to be listed in a separate category. But only in Palm Bay does the franchise tax consistently provide more than 10 per cent of the city's general revenue. Since some cities, Cocoa and Melbourne in 1961 and Indialantic in 1962, have established separate funds for the franchise tax, a comparison of collections from this source is meaningless.

Parking meter revenue is reflected in the audits of only four cities—Cocoa, Melbourne, Titusville and Indialantic. As a revenue source it has diminished steadily since 1958 and has had a general dollar decrease since 1961. Both Titusville and Melbourne have removed parking meters from the streets but operate metered parking lots. Other minor sources of revenues in some cities include construction permits, library collections, recreation charges, etc. Of significance in some cities is the practice of transferring profit or surplus from municipal utility operations into the general fund. In Melbourne where this practice has been followed each year since 1959, the amounts transferred have increased from \$53 thousand in 1959 to \$138 thousand in 1963. This transfer, labeled "debt service administration" in the annual audit, represents 8 per cent of total city revenues in 1959 and 16 per cent of total city revenues in 1963.

Total revenues have increased more rapidly than population for all Brevard cities except Melbourne. There seems to be no clear cut pattern of use except the major emphasis placed on property tax and cigarette tax as revenue producers. The yield from major sources of revenue in six Brevard cities may be compared in Table 8 listing 1961-1963 average per capita collection for the differing sources. The use of an average of per capita collections for the three-year period, 1961-1963, tends to reduce the possibility of dis-

tortion from year by year variations. In Brevard the county reassessment of property is evidently reflected in the municipal assessments if measured by increases in per capita municipal collections (except for Melbourne) after 1958. Increase in cigarette tax revenue bears an uncertain relationship to the city's population since persons outside the incorporated area would increase the tax collection for the city to the extent that cigarette purchases are made in the jurisdiction of the city. Franchise taxes, occupational licenses, and utilities taxes are in the nature of consumption taxes which vary with spending. An increase in population would increase the collections but presumably not the per capita revenue.

TABLE 8  
1961-1963 AVERAGE PER CAPITA REVENUE BY SOURCE  
FOR SIX BREVARD CITIES

Revenue Source	Cocoa	Eau Gallie	Indian-lantic	Mel-bourne	Rock-ledge	Titus-ville
Property tax	\$21.32	\$26.80	\$23.13	\$15.55	\$23.90	\$ 9.63
Cigarette tax	9.95	8.11	7.88	10.78	11.15	12.46
Franchise tax	3.39	2.90	..	6.59	3.24	3.31
Utility tax	5.55	6.93	3.62	..	6.12	5.74
Occupational license	3.70	2.77	5.02	4.60	4.58	2.59
Fines & Forfeitures	3.04	3.32	7.22	5.24	3.11	3.59
Permits	0.71	2.79	3.50	0.99	2.77	1.53
Miscellaneous	4.91	6.21	2.41	3.27	3.93	9.10
Total	52.57	59.29	54.54	44.78	58.77	47.96

There is another factor which must be considered in the case of these municipalities which is not typical—the change in personal income. Per capita personal income in Brevard County increased from \$1,018 in 1950 to \$2,457 in 1962, and increase of \$1,439 or 141.4 per cent. In Florida, per capita income increased from \$1,287 in 1950 to \$2,044 in 1962, an increase of \$757 or 59 per cent, while in the United States, per capita income increased from \$1,491 in 1950 to \$2,366 in 1962, an increase of \$875 or 59 per cent. The percentage increase in per capita personal income in Brevard County was almost 2½ times the increase in personal income for either Florida or the United States as a whole. It is quite possible that at least a part of the explanation for increasing per capita tax collections can be found here—per capita tax collections have constituted



a steadily decreasing portion of per capita income, but with per capita income increasing so rapidly, the absolute amounts of tax collections and even the per capita collections have increased. These increases seem more likely to be based directly upon the increasing income level rather than to any discernible change in local tax patterns.

### Expenditures

Expenditures in Brevard municipalities increased 362 per cent in the 1951-1963 period studied. In the 1952-1962 decade the rate of increase for these cities was 331.9 percent compared with a national increase in municipal expenditures of 114 per cent. Brevard County's rate of increase exceeded that of population growth and tended to agree with one economist's statement that expenditures may be an increasing function of city size.<sup>6</sup> A comparison of annual receipts with annual expenditures is illustrated in Table 9 which totals all

TABLE 9  
TOTAL RECEIPTS AND EXPENDITURES, 1951 THROUGH 1963  
FOR SEVEN BREVARD CITIES

City	Receipts	Expenditures
Cocoa	\$12,049,042	\$ 8,236,535
Eau Gallie	5,183,969	4,399,116
Indialantic	672,762	645,515
Melbourne	6,834,066	6,859,154
Melbourne Beach	263,733	263,605
Rockledge	1,906,540	1,840,206
Titusville	2,801,085	2,630,734
Total	\$29,711,197	\$24,874,865

receipts and all expenditures for thirteen years. The approximate balance maintained between the two, slightly favoring receipts in all cities, is better shown than in annual comparisons. Time lags in depositing revenues or making disbursements between one year and the following, which cause some disequilibria in annual statements, are eliminated.

<sup>6</sup> Harvey E. Brazer, *City Expenditures in the United States*. (New York: National Bureau of Economic Research, 1959), p. 19.

Municipal expenditures for services furnished are affected by factors such as population density, the quality of services rendered and services rendered by other legal entities. Since these are factors not measurable within the scope and time of this study, examination here will be limited to a categorical identification of expenditures by function and an analysis on a city comparative and time-related basis. Functional analysis of expenditures will indicate a system of priorities for allocating public funds measured by the portion of the budget expended for each function. Understanding of past priorities is a requisite for future planning. Expenditures of the individual cities, as detailed in their audit reports, have been classified under seven headings according to the following more or less arbitrary arrangement.

**ADMINISTRATION**

City Engineer  
Legal Matters  
Tax Assessor  
Voter Registration  
Employee Retirement  
Inspection

**PUBLIC SAFETY**

Police  
Fire  
Health  
Dog Pound  
Hydrant Rental  
Court Costs  
Court Refunds  
Traffic Lights

**PUBLIC WORKS**

Streets  
Sewers  
Drainage  
Garbage  
Trash  
Sanitary Department

**PUBLIC SERVICE**

Parks—Beautification  
Chamber of Commerce  
Library  
Advertising & Public  
Relations  
Swimming Pool  
Ball Park & Club  
Cemetery Maintenance  
Insurance & Social Security  
Airport Expenditure  
Busline

**CAPITAL OUTLAY**

Property Purchases  
Equipment Purchases  
Building Purchases  
Improvements—Streets,  
Sidewalks & Drainage  
Parking Meters  
Parking Lots

**FINANCIAL**

Bond Retirement  
Interest & Sinking Fund  
Revenue Certificates  
Revenue Fund  
Prior Year Payable

## MISCELLANEOUS

Contingencies  
 Donations  
 Cash Adjustment  
 Disaster  
 Garage  
 Building Maintenance  
 Transfers  
 Country Club Property Tax

The relative importance of the different functions of government in seven Brevard cities, based on percentage of total expenditures allocated to each of the different categories, is shown in Table 10.

TABLE 10  
 FUNCTIONAL EXPENDITURES SHOWN AS PER CENT OF TOTAL  
 EXPENDITURES FOR SELECTED BREVARD CITIES, 1963

Function of Expenditure	BREVARD CITIES						
	Eau Gallie	Cocoa	Mel- bourne	Titus- ville	Rock- ledge	India- lantic	Mel- bourne Beach
Administration	18%	13%	14%	21%	16%	38%	21% <sup>a</sup>
Public Safety	31	20	21	37	23	31	34
Public Works	26	17	37	37	24	23	13
Public Service	14	10	13	5	3	8	2
Capital Outlay	6	30	..	-a	3	..	6
Financial	..	7	4	-a	17	..	19
Miscellaneous	5	3	11	-a	14	..	5

<sup>a</sup> Minor expenditures ranging from .05% to less than .4%.

Almost equal emphasis is placed on the functions of public safety and public works with slightly more importance given to the safety feature. Expenditures allocated to the function of administration indicate this is the third function of government receiving sizeable allocation of funds. Compared with other functions, it is third in importance except for two small municipalities, Indialantic and Melbourne Beach. That the percentage of expenditures allocated for general government is consistently high in small cities is to be expected since normally a small city's major concern is administration, and it is able to provide only minimal services.

Trends in allocation of funds are illustrated in Table 11, comparing per capita expenditures by function for six cities. Per capita

## 38      Summary Report on NASA Impact on Brevard County

TABLE 11  
AVERAGE PER CAPITA EXPENDITURES FOR SELECTED  
THREE-YEAR PERIODS, BY CITY AND BY PURPOSE,  
IN BREVARD COUNTY, 1951-1963

Purpose	1961-63	1956-58	1951-53
<i>Cocoa</i>			
Administration	\$ 9.11	\$13.01	\$ 6.79
Public Safety	15.57	13.01	9.09
Public Service	7.74	3.82	4.89
Financial	3.73	1.60	4.67
Miscellaneous	2.12	1.32	1.17
Operating Expenditures	\$38.27	\$30.83	\$26.61
Public Works	\$14.93	\$16.06	\$20.62
Capital Outlay	14.02	48.96	17.75
Per Capita Total Expenditures	\$67.22	\$95.84	\$64.96
<i>Eau Gallie</i>			
Administration	\$ 9.99	\$ 6.35	\$ 4.47
Public Safety	14.88	9.44	4.69
Public Service	6.15	2.67	0.46
Financial	0.32	1.14	1.73
Miscellaneous	2.85	1.99	2.65
Operating Expenditures	\$34.19	\$21.59	\$14.00
Public Works	\$12.37	\$11.10	\$ 8.98
Capital Outlay	4.01	1.38	..
Total Per Capita Expenditures	\$50.57	\$34.07	\$22.98
<i>Indialantic</i>			
Administration	\$17.84	\$ 8.91	
Public Safety	14.84	8.39	
Public Service	3.97	0.01	
Financial	..	9.28	
Operating Expenditures	\$36.65	\$26.59	
Public Works	\$12.89	\$23.85	
Capital Outlay	..	0.34	
Total Per Capita Expenditures	\$49.54	\$50.78	

TABLE 11 (continued)

Purpose	1961-63	1956-58	1951-53
<i>Melbourne</i>			
Administration	\$10.70	\$11.26	\$ 6.07
Public Safety	10.16	11.89	7.10
Public Service	5.09	7.40	19.39
Financial	1.45	2.49	7.78
Miscellaneous	8.04	6.24	0.82
Operating Expenditures	\$35.44	\$39.28	\$41.16
Public Works	\$20.13	\$16.64	\$17.40
Capital Outlay	0.08	2.28	9.90
Total Per Capita Expenditures	\$55.65	\$58.80	\$68.46
<i>Rockledge</i>			
Administration	\$ 9.08	\$ 5.25	\$ 5.08
Public Safety	13.97	11.28	9.55
Public Service	1.55	0.80	0.57
Financial	7.17	2.25	3.72
Miscellaneous	5.31	2.05	1.51
Operating Expenditures	\$37.08	\$21.63	\$20.43
Public Works	\$19.83	\$15.46	\$ 12.94
Capital Outlay	5.16	8.22	0.43
Total Per Capita Expenditures	\$62.07	\$45.31	\$33.80
<i>Titusville</i>			
Administration	\$ 8.60	\$ 6.24	\$ 5.72
Public Safety	15.40	13.64	9.25
Public Service	2.58	0.59	1.05
Financial	0.05	..	1.05
Miscellaneous	0.33	0.37	1.43
Operating Expenditures	\$26.96	\$20.84	\$19.00
Public Works	\$18.56	\$17.66	\$ 9.90
Capital Outlay	0.51	..	..
Total Per Capita Expenditures	\$46.03	\$38.50	\$28.90

figures have been derived from expenditures averaged for three three-year periods. As with receipts from various sources the averaging will show the trend while eliminating unexplained year by year variations. In the table, functions have been separated into three classes—operating expenses, public works and capital outlay. This has been done because both capital outlay and public works expenditures have not followed any pattern and the varying amounts between years tend to distort the trend in operating expenditures. In public works, expenditures per capita have decreased in three of the cities instead of increasing or remaining constant as might have been expected. Public safety expenditures increased in all cities with the largest increase, over 200 per cent, occurring in Eau Gallie. It might be assumed that financial activities of a city would increase with the increasing financial pressure for services resulting from expansion. This has not been the rule however, and only in Rockledge and Cocoa were expenditures for financial purposes significant. Generally, borrowing is for public utility expansion and is reflected in a separate utility fund. Per capita expenditures have also increased with the greatest increases seen in administration and in the provision of public safety and public services.

These figures, of course, do not give any indication as to the adequacy of city government expenditures to meet the legitimate demands upon them. This study is limited to an examination of receipts and expenditures. The need for services or adequacy of services being provided in the impact area are not covered. Services furnished by other governmental entities in Brevard County is an important factor influencing needs and demands of citizens within the area. Governmental activity of the county government, which is the overlying level of government, and of the county school district must be correlated with that of the municipalities to have an adequate picture of governmental services and fiscal activity in the area.

## CHAPTER IV

# Finances of County Government

In the 1950-1960 decade Brevard County was the fastest growing county in the United States. Population increased 371 per cent (from 23,653 to 111,435) and in the following two years an additional increase of over 23,000 is estimated to have occurred. This influx in a twelve year period of over 111,000 persons into an area of only 23,600 persons has necessitated the expansion of services (both governmental and proprietary) previously provided and generated a need for new services and solutions for new problems. One county employee commented that in the old days his office normally handled six or seven transactions a week but now must process several hundred transactions in one day.

### Revenues

Revenue to cover cost of government comes mainly from county sources. State revenues, once an important part of county funds, has decreased in thirteen years from 19 per cent to 5.9 per cent of total county funds as seen in Table 12. In actual dollars state funds increased from \$107.7 thousand to \$318.7 thousand. The amount

TABLE 12  
BREVARD COUNTY REVENUE BY LEVEL OF GOVERNMENT SHOWN  
AS A PER CENT OF TOTAL FOR SELECTED YEARS

Level of Government	Per Cent of Total Revenue in				
	1963	1962	1957	1952	1951
County	94.0%	91.3%	75.5%	79%	81%
State	5.9	8.5	23.3	21	19
Federal	.1	.2	1.2	0	0

## 42      Summary Report on NASA Impact on Brevard County

received from the federal government (\$6,170 in 1963) is not significant in the over-all county fiscal picture.

### *Property tax*

The major source of county revenue is the ad valorem property tax. Collections from this source rose from \$336,345 in 1951 to \$3,837,183 in 1963, an increase of 1,041 per cent. Although remaining fairly constant as a percent of total revenue in the 1951-1963 period, on a per capita basis county income from this tax declined from \$3.05 in 1951 to \$2.03 in 1955 before steadily increasing each year to \$5.26 in 1963, more than double the 1951 yield. Property tax collections in total, by per capita rate, and as a per cent of total revenue for selected years are shown in Table 13 along with millage rate

TABLE 13  
PROPERTY TAX REVENUE, MILLAGE RATES, AND ASSESSED  
VALUATION OF PROPERTY FOR SELECTED  
YEARS IN BREVARD COUNTY

Year	Property Tax			Millage Rate-County	Assessed Value Non- exempt Prop. (in millions)
	Total (thousands)	Per Capita	As % of Total Rev.		
1963	\$3,837.1	\$25.45	75%	14.30	\$357.8
1962	2,258.3	18.99	79	14.70	330.0
1958	1,023.8	11.88	59	6.45	213.2
1957	593.9	8.07	65	6.59	185.5
1952	318.9	8.86	67	11.12	18.2
1951	336.3	11.48	73	12.75	16.8

assessed for county purposes and the assessed valuation of all non-exempt county property. This last column includes non-exempt real estate, personal property and railroad and telegraph property as reported in the State Comptroller's Annual Reports.

The increase in assessed value is even more impressive in view of the loss, during this period, of approximately 16 per cent of the total county area for tax purposes—that being the 140,000 acres acquired by the federal government for defense and NASA purposes. An explanation of the behavior of property tax revenues may be drawn from Table 13. The assessed value of property was increasing much slower than population judging from the decreasing per capita revenue. A reassessment of property in 1957 raised the assessment ratio



to about 74 per cent of actual value and probably added to the tax rolls property exempt prior to that date. The slowly increasing millage rate (14.4 mills in 1956) was reduced to 6.59 mills in 1957. In the period from 1957 to 1963, values of non-exempt property almost doubled and the millage rate more than doubled, increasing property tax revenue more than six-fold.

This discussion refers only to the property tax revenue for general county government purposes and does not include tax revenues for schools or other special purposes. Total property tax collections in Brevard County for 1963 were \$12,131,941, divided approximately 50 per cent for school purposes, 40 per cent for general county government, and 10 per cent for special taxing districts other than school. The people of Brevard County paid per capita property taxes of \$80.45 in 1963 compared with the state average of \$74.37. (This does not include property taxes for municipalities.) Although residents in some counties do pay higher property taxes (four counties had per capita property taxes over \$100 in 1963), Brevard is above the average and carrying a heavy property tax load now. Other sources of county revenues seem insignificant when compared with the 75 per cent of total 1963 revenue derived from the property tax. These other sources include licenses, 2.6 per cent; building permits, 4.9 per cent; fines and forfeitures, 5.6 per cent; other revenues, 5.4 per cent; and non-tax receipts, 6.5 per cent.

### *Licenses*

Beverage and occupational licenses combined yield less than \$1.00 per capita in revenue. Until 1961 the increase in revenue from these sources almost exactly kept pace with increases in population, with per capita receipts varying between \$0.35 and \$0.40. Between 1962 and 1963 the increase was from \$0.54 to \$0.90 per capita. State legislation establishes the charges for all county licenses as well as controlling the type of license the county may issue. License fees are collected by the county tax collector for both the state and county simultaneously and the state's share remitted to the state treasurer.

### *Building permits*

Building permits have been reported as a separate revenue source since 1958 and in this brief period has risen from \$0.75 to \$1.66 per capita. This rapid increase was caused by the expansion of building in the county and is likely to decline as the county builds up. Build-

ing permits may be expected to provide a small steady stream of revenue.

#### *Fines and Forfeitures*

Fines and forfeitures, resulting from county law enforcement, normally provide the second most important source of county revenue. Collections have varied but the over-all trend in collections is one of declining importance as a revenue source. In 1951 collections of \$2.30 per capita represented 14.62 per cent of the total revenue for the county; in 1963, per capita collections were \$1.89, only 5.58 per cent of the total collections.

#### *Other Revenues*

For this study all sources of revenue yielding minor revenues or yielding sporadic revenues have been classified together as "other." These include candidate filing fees, interest on deposits and investments, sheriff fees, rents, receipts from operation of special services, sale of scrap, clay, produce etc., and grants and donations. Because of the wide nature of items in this category, it will always be subject to wide variations and cannot be counted on as a significant or stable source of revenue. Collections since 1951 have been less than 2 per cent of total revenue except for 1958 when a change in accounting procedures in the handling of sheriff's fees led to a decrease in the Fines and Forfeitures revenues and an increase in the Other Revenue classification. In 1951 per capita yield of Other Revenue was \$8.88, in 1963, \$5.42.

#### *Non-tax Receipts*

This classification includes receipts from the sale of revenue bonds, sales of property, and similar transactions. Generally the amounts realized are insignificant except in years when the county borrows on revenue receipts.

#### *State Sources of Revenue*

Taxes or other revenue collected by the state and returned to the county and other contributions by the state to county is included in this classification. Actually none of these receipts have any close connection with the county situation, either in terms of population or income. Of these receipts in 1963 the racing tax (shared equally among the counties) of \$206,800 represents the largest direct pay-

ment to the county for general operations. Other sources for state distributions in 1963 included shares of the gasoline tax, motor vehicle fuel tax, railroad and telegraph licenses, and insurance agents county licenses.

Other state taxes or licenses shared with the county include a portion of the seventh cent of the state gasoline and motor fuel tax, a portion of the auto transportation mileage tax, of railroad and telegraph licenses, insurance agents county licenses and other minor contributions by the state. The amounts received annually by Brevard County have increased year by year, yet when reduced to per capita terms, has decreased slowly since 1957. Further decreases per capita from state sources will probably occur if the population increase continues as it has in the past.

### *Federal Sources of Revenue*

The Brevard County government receives very little from the Federal government in the way of financial aid. The only year in which a significant amount was received was 1961 when \$108,373 was received. This was less than \$1.00 per capita of the \$25.62 per capita tax collections for that year. In 1963 federal sources yielded \$0.04 per capita.

Programs financed either wholly or on a matching basis through federal grants-in-aid are normally reported in special funds and are not reflected in a study of general government operations. It is assumed that these federally financed local government projects are necessary and would have been provided by the local government if federal funds had not been furnished. There is no readily discernible meaningful basis on which comparisons can be made either with gross or per capita expenditures elsewhere but mention should be made of the programs and amounts provided for them in Brevard County.

Under the Federal-aid Airport program \$590,141 has been made available in Brevard County for airports located at Cocoa, Melbourne and Titusville in the 1961-1964 period. The Public Housing Administration, through the Housing and Home Finance Agency, assists with the construction of low cost housing developments. Projects completed since January, 1953, or presently under construction, have received grants totaling \$7,700,171. These involve 15 projects in six communities in Brevard County. The same agency, through the Community Facilities Administration, has advanced

\$176,800 to both communities and the county government for planning public works and has made public facility loans for construction of various facilities ranging from \$1 to \$1.8 million for a total of \$5,250,000. Finally, since 1951 the Brevard County School Board has received grants under Public Law 874 for operation and maintenance of schools and Public Law 815 for the construction of school facilities. These laws provide assistance for "Federally Impacted Areas." Amounts received will be discussed in the report on public education in Brevard County.

### *Total Revenues*

Total revenues from all sources, exclusive of borrowing, increased approximately eight times in the 1951-1963 period, from \$570 thousand to \$5,110 thousand. On a per capita basis, the increase from the per capita income in 1953 of \$14.35 was to \$33.88 per capita income in 1963, an increase of approximately 136 per cent. Per capita revenue receipts decreased 50 per cent as a percentage of per capita income in the years 1952 to 1957. From 1958 through 1962, following the reassessment of property for tax purposes in Brevard County, receipts maintained a more or less constant ratio to per capita personal income. This figure will increase sharply for 1963 since per capita revenue increased almost 30 per cent while per capita income could not possibly have increased by such percentage, since in the 1959-1962 period, it increased by only 7 per cent.

### **Expenditures**

As has been indicated, a county government in Florida has many responsibilities and must maintain and finance a wide variety of activities. Expenditures in Brevard County have increased rapidly in total, rising from \$548.6 thousand in 1951 to \$4,642.6 thousand in 1963. If compared with the increase in national county expenditures for the government census years of 1952 and 1962, all county expenses increased 116 per cent while for these years, Brevard's rate of increase was 746 per cent. That the largest part of this increase was necessary to meet the expanding population needs is evidenced by a look at per capita expenditures in Brevard County. Total expenditures rose from \$18.72 per capita in 1951 to \$30.79 per capita in 1963. Again going back to the base years of 1952-1962 the per capita increase in expenditures was only 64.2 per cent, from \$16.18

to \$26.58. This is only a fraction of the 746 per cent increase in actual dollar expenditures.

Expenditures for Brevard County have been grouped into eight functional areas for the years 1951 through 1963. Allocations of expenditures to the various functions of county government indicate an assignment of priority for these particular functions. Also, it is possible to study trends in governmental spending over a period of years. The eight categories used for grouping Brevard expenditures are: 1) general government, consisting of expenses of county commissioners, tax assessor and tax collector, supervisor of registration and similar administrative expenses; 2) law enforcement, covering costs of courts and law enforcement officers; 3) highway maintenance costs; 4) welfare; 5) auxiliary operations, including recreation, fire control, zoning, civil defense, agriculture, publicity, county service officer and similar special projects; 6) capital outlay, embracing major equipment and buildings for all functions; 7) debt service, including both interest and principal on current and funded indebtedness; and 8) distributions to other governmental entities, mainly state road tax to municipalities and racing tax proceeds to the school district. Omitted are minor refunds of prior year revenue collections. In 1963 refunds were \$1,967, or one cent per capita.

The per capita costs for the preceding eight categories, averaged for selected three-year periods, are shown in Table 14. Averaging of three-year figures reduces distortion of an unusual item of ex-

TABLE 14  
BREVARD COUNTY AVERAGE PER CAPITA EXPENDITURES FOR  
SELECTED THREE YEAR PERIODS, CLASSIFIED BY FUNCTION

Function	1961-63	1956-58	1951-53
General Government	\$ 4.69	\$ 3.08	\$ 2.94
Law Enforcement	4.07	2.68	2.31
Highway Maintenance	8.00	5.97	7.13
Welfare	1.51	1.00	1.49
Auxiliary Operations	3.51	1.51	1.22
Total Operating Expense	<u>\$21.78</u>	<u>\$14.24</u>	<u>\$15.09</u>
Capital Outlay	4.11	3.01	1.71
Debt Service	0.73	0.11	0.17
Distributions	0.74	0.38	
Total Expenditures	<u>\$27.36</u>	<u>\$17.74</u>	<u>\$16.97</u>

penditure for any one year. Examination of the per capita expenditures shows total operating expense declined following 1951 but has shown increases, moderate but definite, since the 1956-1958 period. Law enforcement reached its lowest point in 1954, \$1.94 per capita. For general government, 1955 was the low with a per capita expenditure of \$2.03. In 1956 welfare expenditures fell to a low of \$0.94. Both highway maintenance expenditures and auxiliary operations reached a low in 1957 of \$5.45 and \$0.99 per capita respectively. Although no attempt has been made to prove a connection, it seems probable that there was some relation between the declining level of governmental services (judged by the decreasing per capita expenditures) and the 1957 reassessment of county property for tax purposes. At any rate, following the reassessment with the resulting increase in revenues, the per capita level of operating expenditures rose. No single item stands out in the pattern of expenditures for Brevard County. Highway Maintenance is the largest item, costing about \$8.00; next in order is General Government at \$4.69; Law Enforcement with \$4.07; Auxiliary Operations with \$3.51; and Welfare with \$1.51 per capita as the average for the three years, 1961 to 1963. One reason the County has been able to raise the level of its activities per capita to such an extent may be that none of the really expensive functions of government is performed solely by the county, so the starting base for measuring change is relatively small. The major expense of highway building in the county is financed by the State through the State Road Department although this function is the county's most expensive operation. Public schools are financed solely by the school district and receives support both from the state and, on a local level, from property tax levied for that purpose. Welfare, which is the smallest cost to the county in this functional classification, is one of the more expensive programs of the Federal Government and is carried on through the cooperation of the state.

Increases per capita in expenditures between the 1951-1953 period and the 1961-1963 period, seen in Table 14, were the largest for the areas of Law Enforcement and Auxiliary Operations in the operating expenses. Welfare expenditures have had the least change in this period. Capital Outlay expenditures have increased, as would be expected with the increasing scope of government activity in the County. This expenditure, of course, is not as uniform, year by year, as the operating type of expenditure. In 1963 large capital

outlay expenditures were made for the courthouse and for highway equipment.

County revenues in the 1951-1963 period have increased at a more rapid rate than has population, giving rise to an increase in per capita revenue. As seen in the municipalities, revenues based upon consumption have increased largely because per capita income has more than doubled in the period under consideration. Revenue from tax on property, the major source of county revenue, has increased because of an increasing assessment ratio and increasing millage rates. Increases in both the per capita revenue collections and expenditures (which are approximately the same) have not kept pace with the increase in per capita income. The property tax in Brevard has not reached the limits of its productivity but its future possibilities are limited. Further study would be required to determine the direct effect of federal installations at and around Cape Kennedy on the ad valorem property tax rolls. In Brevard County the federal-non-exempt property is not assigned any value for tax record purposes.

## CHAPTER V

# The Educational System

The County Boards of Public Instruction, charged with administration of the schools for each county, make up the third major local government system in Florida. Size and scope of the school operation in the state may be gathered from a comparison of their expenditures in 1963 of \$482.2 million<sup>7</sup> with the county expenditures in 1963 of \$258.5 million.<sup>8</sup> A study of the impact of the Cape Kennedy program on governments must include an examination of the changes in the school system of Brevard County.

During the 1950-1964 period the Brevard County school system has faced the challenge of two forces which have contributed to increased pupil population, first, the post World War II population explosion which affected schools all over the nation. In addition to this wave of so called "war babies," Brevard County schools had greatly increased enrollments resulting from the influx of new population into the county connected with space related activities. These two forces are so inter-related that the impact of neither can be identified and measured separately from the other.

### Pupils

Analysis of population growth for the 1950-1960 decade (see Table 15) shows a significant increase in the younger age groups of the population. Pre-school children alone (under 6 years) increased from 2,885 to 18,632 in this decade, an increase of 546 per

<sup>7</sup> *Biennial Report, Superintendent of Public Instruction, State of Florida, 1962-1964*, p. 27.

<sup>8</sup> *Report of the Comptroller, State of Florida of County Finances, for the year ended September 30, 1963*, p. 12.



cent. Increases in population of other age groups seem to occur in an inverse ratio with the lowest increase registered in the oldest age group of the population. The effect of this increase on the total population, also shown in Table 15, is an increase in the percentage of total population in the younger age groups and a corresponding decrease of the percentage population in the two older age groups. The median age of Brevard Countians declined from 33.7 years to 26.5 years in the 1950-1960 decade. By comparison, median age in the State of Florida as a whole registered a slight increase from 30.9 years to 31.2 years while that for the United States population declined from 30.1 years to 29.5 years.

TABLE 15  
POPULATION CHANGE BY AGE GROUP,  
BREVARD COUNTY, FLORIDA

Age Group	1950	1960	Per Cent Increase	Per Cent of Population (1950)	Per Cent of Population (1960)
Total under 6	2,885	18,632	546%	12.2%	16.7%
6 to 18 years	4,209	25,441	504	17.8	22.8
19 to 24 years	1,699	8,807	419	7.2	7.9
25 to 44 years	6,945	35,194	407	29.4	31.6
45 to 64 years	5,250	17,005	224	22.2	15.3
Over 64 years	2,666	6,356	138	11.2	5.7
Total	23,653	111,435	371%	100%	100%

Source: U. S. Bureau of the Census.

### *Enrollment*

Average daily attendance in Brevard schools increased 857.8 per cent in the 1950-51 to 1963-64 period, from 4,163 students to 39,873 students. Average membership, attendance and portion of students federally connected and receiving federal financial support (under Public Law 81-874) for the school years 1950-51 through 1963-64 are shown in Table 16.

The high increase in this period of the pupils federally connected, from 10.1 per cent to 47.9 per cent of the average daily attendance, is indicative of the enrollment increase resulting from the NASA and related federal projects in this area. The proportion of federally related pupils increased each year to 1958-59, dropped

## 52 Summary Report on NASA Impact on Brevard County

slightly the following year, and has remained fairly constant the past four years. Increases in total average daily attendance have been continual and except for two years in which the rate of growth was rapidly accelerated, 1956-57 and 1961-62, the rate of increase has been fairly constant. School enrollments as of November, 1964, indicate the accelerated growth will continue in the 1964-1965 school year.

TABLE 16  
MEMBERSHIP, ATTENDANCE AND FEDERALLY CONNECTED  
STUDENTS IN BREVARD COUNTY SCHOOLS,  
1950-51 TO 1963-64

Year	Avg. Daily Membership	Avg. Daily Attendance	Federally Connected ADA	Per Cent Federally Connected
1950-51	4,163	3,913	395	10.1%
1951-52	5,033	4,699	1,022	21.8
1952-53	5,947	5,571	1,544	27.7
1953-54	6,432	6,092	1,779	29.2
1954-55	7,434	7,086	2,301	32.5
1955-56	8,480	8,008	2,703	33.8
1956-57	11,368	10,674	4,538	42.5
1957-58	14,598	13,483	5,990	44.4
1958-59	17,983	16,972	7,824	46.1
1959-60	21,478	20,254	9,058	44.7
1960-61	24,127	23,024	10,823	47.0
1961-62	27,697	26,205	12,233	46.7
1962-63	32,949	31,351	14,524	46.3
1963-64	39,873	37,904	18,164	47.9

Source: Mr. Thomas D. Smith, Assistant Superintendent for Administration and Finance, Brevard County Schools.

### Facilities

To serve this increased school population the Brevard school system has greatly increased its school facilities. Table 17 shows the increases in number of school centers and classrooms for selected years since 1950-51. A school center is a complex of school facilities at a single location and may consist of a single building housing one school level or may be a complex of several buildings with a variety of combinations of elementary, junior and senior high schools. Only three school centers were added to the system between 1950-51 and 1957-58. These were opened for the 1953-54 school year. Since 1957-58 new centers have been added each year with nine, the largest number, being added in 1963-64.

The increase in classrooms has been proportionately greater than the increase in school centers. Instruction rooms have grown from 117 to 1,473 in this 14-year period. A number of these classrooms are portable and can be moved to meet emergency situations at school centers.

TABLE 17  
BREVARD COUNTY SCHOOL FACILITIES

Year	Average Daily Attendance	Number of School Centers	Classrooms	Pupils in ADA Per Classroom	Classrooms Per School Center
1950-51	3,913	12	117	33.4	9.8
..	..	..	..	..	..
1953-54	6,092	15	171	35.6	11.4
..	..	..	..	..	..
1955-56	8,008	15	214	37.4	14.3
..	..	..	..	..	..
1957-58	13,483	18	437	30.9	24.3
..	..	..	..	..	..
1959-60	20,254	27	651	31.1	24.1
..	..	..	..	..	..
1961-62	26,205	33	804	32.6	24.4
1962-63	31,351	37	1,097	28.6	29.6
1963-64	37,904	46	1,473	25.7	32.0

Source: State Superintendent of Schools Biennial Reports covering the years cited and interview in November, 1964, with Mr. W. F. Muller, Director of Pupil Accounting, Brevard County Schools.

Probably the most important statistic in Table 17 from an educator's viewpoint is the number of pupils per classroom. Even in this period of high acceleration in pupil population growth, Brevard County has improved its teaching environment by reducing the average number of pupils per classroom from 33.4 to 25.7. One other trend revealed in Table 17 is that of an increasing size in school centers. Classrooms per center have grown from 9.8 in 1950-51 to 32 in 1963-64.

### Finances

The tremendous increase in capital outlay expenditures to provide additional classrooms and school centers is followed by concomitant increases in services and costs for all other areas—additional personnel (teachers for the classrooms and support and supervisory staff to maintain and coordinate the increased activi-

## 54 Summary Report on NASA Impact on Brevard County

ties), transportation facilities, materials, textbooks, equipment, building maintenance, and utilities. Debt service expense also, as a normal part of annual cost of operation, increases. The annual cost of school capital outlay and operating expenses in Brevard County is shown in Table 18 for the years 1950-51 through 1963-64.

TABLE 18  
BREVARD COUNTY SCHOOL EXPENDITURES  
1950-51—1963-64

Year	Total	Capital Outlay		Operating	
		Total	Percent	Total	Percent
1950-51	\$ 751,756	\$ 44,705	6.0%	\$ 707,051	94.0%
1951-52	988,149	66,310	6.7	921,839	93.3
1952-53	2,185,034	1,103,618	50.5	1,081,416	49.9
1953-54	2,167,741	761,835	35.1	1,405,906	64.9
1954-55	2,263,451	514,684	22.7	1,748,767	77.3
1955-56	3,485,679	1,366,349	39.2	2,119,330	60.8
1956-57	4,035,794	1,335,634	33.1	2,700,160	66.9
1957-58	6,832,141	2,249,450	32.9	4,582,691	67.1
1958-59	12,009,938	6,588,149	54.9	5,421,789	45.1
1959-60	9,230,597	2,538,347	27.5	6,692,250	72.5
1960-61	9,586,481	1,774,881	18.5	7,811,600	81.5
1961-62	13,534,318	4,241,733	31.3	9,292,585	68.7
1962-63	26,698,386	13,797,520	51.7	12,900,866	48.3
1963-64	18,508,254	1,785,046	9.6	16,723,208	90.4

Source: Mr. Thomas Smith, Assistant Superintendent for Administration and Finance, Brevard County Schools and Mr. Lee Young, Records and Reports Coordinator, Florida State Department of Education.

Operating expenditures have registered increases each year in contrast to the fluctuating capital outlay expenditures. In 1952-53 operating expenses passed the million mark, in 1958-59 the five million mark, and since 1960-61 have accelerated at a more rapid rate. Capital outlay expenditures represented over 50 per cent of total school costs in 1952-53, 1958-59 and 1962-63. These were the three years in which the greatest number of school centers were added to the system.

Funds for operating the school system come from federal, state and county governments. Percentage of operating funds from each of these three government levels is shown in Table 19 covering the period 1950-51 through 1963-64. The major portion of funds for this entire period is furnished by the State, amounting to over 50 per cent each year except for the two most recent years shown.

Brevard County's share of state funds increased until 1956-57 but has slowly declined in importance each year since although dollar amounts continue to increase. County funds as a percentage of total operating funds have also declined from 44.6 per cent to 34.9 per cent in the 14-year period but also have increased in dollar

TABLE 19  
OPERATING FUNDS BY SOURCE FOR BREVARD COUNTY SCHOOLS

Year	Federal		State		County	
	Amount 000's	Per Cent of Total	Amount 000's	Per Cent of Total	Amount 000's	Per Cent of Total
1950-51	\$ 13.4	1.9%	\$ 378.6	53.5%	\$ 315.0	44.6%
1951-52	67.4	7.3	515.3	55.9	339.1	36.8
1952-53	36.6	3.4	687.1	63.5	357.8	33.1
1953-54	86.5	6.2	817.0	58.1	502.5	35.7
1954-55	207.5	11.9	985.8	56.4	555.4	31.8
1955-56	210.3	9.9	1,307.9	61.7	601.6	28.4
1956-57	322.0	11.9	1,699.0	62.9	679.2	25.2
1957-58	522.3	11.4	2,787.2	60.8	1,273.2	27.8
1958-59	710.4	13.1	3,191.8	58.9	1,519.6	28.0
1959-60	944.0	14.1	3,867.9	57.8	1,880.4	28.1
1960-61	1,219.1	15.6	4,106.8	52.6	2,485.7	31.8
1961-62	1,379.8	14.9	4,787.5	51.5	3,125.2	33.6
1962-63	1,857.0	14.4	6,381.6	49.5	4,662.2	36.1
1963-64	2,595.2	15.5	8,288.5	49.6	5,839.5	34.9

Source: Mr. Thomas Smith, Assistant Superintendent for Administration and Finance, Brevard County Schools and Mr. Lee Young, Records and Reports Coordinator, Florida State Department of Education.

amounts. Ad valorem property tax assessments have increased each year to provide additional local revenues. An idea of the amounts of these increases in assessed taxes may be gathered from the amounts reported in the Annual Report of County Finances by the State Comptroller. In the period 1952 to 1963 assessed taxes for selected years for the Brevard County School Board were, in thousands of dollars:

Year	Assessed Taxes
	(000's)
1963	\$5,918.
1962	4,632.
1957	1,494.
1956	864.
1952	373.

## 56      Summary Report on NASA Impact on Brevard County

In this same period federal funds have increased from \$13 thousand, or 1.9 per cent of the total, to \$2,595 thousand, or 14.4 per cent of the total. Under Public Law 874 the federal government assumes part of the responsibility of education for children in impacted areas. Amounts furnished Brevard County for support and maintenance of schools under this law have increased steadily. Indicative of the rapid growth of this program are the amounts received by Brevard in the following years:

Year	Funds from Public Law 874
	(000's)
1951-52	\$ 67.0
1954-55	207.5
1957-58	522.3
1960-61	1,219.0
1961-62	1,379.8
1962-63	1,857.0
1963-64	2,595.2

Capital outlay costs are also borne by the federal, state and county governments but the largest source of support, in the fourteen-year period under examination, came from the county government. Beginning in 1952-53 the county began to use its bonding authority and power to provide major improvements to school plants in Brevard County. Amount of bond issues by the county during this period have varied from \$250,000 in 1953-54 to \$12,000,000 in 1962-63. State bond issues for capital outlay were initiated in 1955-56 and although Brevard County has received sizeable funds in several years from this source, the highest amount was \$927 thousand received from the State in 1955-56. The federal government, under Public Law 815, also provides money to assist in the construction of schools in federally impacted areas. Brevard schools have received funds since 1952-53 but amounts fluctuate widely. In 1963-64, \$417.1 thousand was received, in 1962-63, \$1,049.6 thousand; in 1961-62, \$516 thousand. Other than the school year ending in 1962, amounts exceeding \$1 million were received in the years ending in 1959 and in 1958.

### *Per Pupil Outlay*

Expenditures for operation of schools when related back to the rapidly increasing school enrollment increased per pupil in average

daily attendance from \$153.72 in 1950-51 to \$370.20 in 1963-64. As seen in Table 20 an increase was registered every year except in 1956-57. Large fluctuations in costs per pupil based on total expense generally reflect those years in which bond issues brought in large sums of money for capital outlay.

TABLE 20  
PER PUPIL FUNDING

Year	Avg. Daily <sup>a</sup> Membership	Per Pupil Cost Based on	
		Total Expense ADM <sup>a</sup> (Operating Capital)	Current Expense <sup>b</sup> Avg. Daily Attend.
1950-51	4,163	\$180.58	\$153.72
1951-52	5,033	196.33	162.99
1952-53	5,947	367.41	198.29
1953-54	6,432	337.02	217.70
1954-55	7,434	304.47	225.25
1955-56	8,480	411.04	242.20
1956-57	11,368	355.01	228.36
1957-58	14,598	468.01	295.48
1958-59	17,983	667.84	295.70
1959-60	21,478	429.76	321.76
1960-61	24,127	397.33	324.14
1961-62	27,697	488.65	332.68
1962-63	32,949	810.29	355.14
1963-64	39,873	464.18	370.20

<sup>a</sup> Mr. Thomas Smith, Assistant Superintendent, Brevard County Schools and Mr. Lee Young, Florida State Department of Education.

<sup>b</sup> From Biennial Reports of the State Superintendent of Public Instruction.

### State and National Comparison

It is not unexpected that the school system of the nation's fastest growing county would have more spectacular increases in enrollment and pupil expenditures than other areas in the state or nation. Table 21 compares percentage increases for the ten-year period 1951-52 to 1952-62 of several school related statistics for Brevard County, Florida and the United States.

The large increase in capital outlay for Brevard County as compared with the broader geographical areas is derived from the rapidity of expansion in enrollment. Too, the relatively low capital outlay expenditure in 1951-52 and the unusually high expenditure in the terminal year examined (1961-62) increased the magnitude of the proportionate increase in capital outlay.

58      Summary Report on NASA Impact on Brevard County

The Brevard county increase in per pupil expenditure was greater than that of the state and of the United States. Whether based on average daily membership or average daily attendance, the county per pupil expenditures were less than those for the state or the U. S. in the 1951-52 school year, but exceeded them both by 1955-56. In 1959-60 the United States average exceeded that of the county but in 1961-62 the county per pupil expenditure was within \$1.49 of national per pupil expenditure. County per pupil expenditures have exceeded those of the state since 1953-54. Thus the county trend in per pupil expenditures has tended to approximate the national pattern rather than that of the state in which it is located.

TABLE 21  
SCHOOL DATA FOR BREVARD COUNTY, STATE OF FLORIDA AND  
U. S. 1951-52 TO 1961-62

	Percentage Increases in		
	Brevard County	Florida	U. S.
Enrollment	413.5%	105.8%	44.01%
Per Pupil ADA			
Expenditure	145.6	52.7	65.7
Operating funds	908.05	273.0	160.2
Capital Outlay	6,296.82	115.5	93.7
Total Funds	1,269.66	233.1	150.7

Source: Mr. Thomas Smith, Assistant Superintendent for Administration and Finance, Brevard County Schools and Mr. Lee Young, Records and Reports Coordinator, Florida State Department of Education.



## CHAPTER VI

# Administration and Financing of Water and Sewer Utilities

Provision of water utilities and sewer utilities in a rapidly growing area creates many problems for the local governments, whether involved directly in operating a system or indirectly in regulating privately operated systems. A survey of existing water and sewer systems in Brevard County, problems, and needs for future planning was made in 1963. The services furnished in Brevard County as compared with adjacent counties is shown in Table 22. Compared with the other counties, Brevard ranks high in the percentage

TABLE 22  
ESTIMATED POPULATION SERVED BY WATER AND SEWERAGE  
SYSTEMS IN EAST CENTRAL FLORIDA REGION—MARCH 1964.<sup>a</sup>

County	1963 <sup>b</sup> Population	Water Systems		Sewerage Systems	
		Est. Pop. Served	Per Cent Served	Est. Pop. Served	Per Cent Served
Brevard	150,800	131,000	87	94,200	62
Indian River	31,100	19,200	62	8,800	28
Lake	62,400	36,000	58	19,100	31
Orange	297,000	256,000	85	127,000	43
Osceola	21,000	14,800	71	12,900	62
Seminole	67,200	38,500	57	28,300	42
Volusia	141,900	128,300	90	52,400	37
Total	771,400	623,800	81	342,700	45

<sup>a</sup> Prepared by the East Central Florida Regional Planning Council, May, 1964. Domestic use only.

<sup>b</sup> Source: John N. Webb, Bureau of Economic & Business Research, University of Florida.

of population receiving water and sewerage service. Quality of service and problems cannot be so easily ranked. The two types of services will be discussed separately.

### Water Utility Systems

The East Central Florida Regional Planning Council estimated that approximately 87 per cent (131,000 persons) were served by a water system, other than individual wells, in 1963. Water systems in the area are more consolidated than are sewerage systems. The primary reason is related to the limited source of supply for water. The majority of the water wells for Cocoa, for example, are located in Orange County, adjacent and to the west of Brevard County.

Water systems of four municipalities, the Cape Kennedy and Patrick Air Force Base and six private utility firms were surveyed. Information was not obtainable from the Port Malabar and Port St. Johns systems (operated by the General Development Corp.) and the Port San Sebastian system. The City of Cocoa furnishes water by contract to Cocoa Beach, Rockledge, Cape Canaveral City, the Merritt Island community, Cape Kennedy, Patrick Air Force Base and the new Merritt Island launch area. Melbourne serves more people outside than inside the city, furnishing water by contract to Satellite Beach, Indian Harbor Beach, Indialantic, Melbourne Beach and parts of West Melbourne and Patrick Air Force Base. Titusville has taken over systems previously operated by the First Florida Utilities Company and the Southern States Utilities Company.

The four municipal systems served approximately 35,800 homes and the private companies about 840 homes. It was estimated that the three private companies excluded from this survey serve not more than 1,000 homes. Approximately 85 per cent of all water furnished is for domestic use with 15 per cent used commercially. The latter use is expected to increase as Cape Kennedy expands. The number of homes served by each of the water systems with the percentage of use designated commercial is shown in Table 23.

An engineering study has been made for every system in the last five years and the majority of the systems have contracts with engineering consulting firms which call for continuing studies. Of the systems shown in Table 23, only Forest Hills and Oakwood Mobile Homes are not planning for expansion at present. Long-range plans for water facilities are carried on by all the municipali-

ties except Eau Gallie. Of the private companies, three, Oakpoint T/P, Oakwood Mobile Homes, and Palm Bay Estates, lack long-range plans. Other than plans for necessary expansion to meet anticipated population growth, major improvements include 3 wells being added by Cocoa on a time phased 25 year plan; a \$1 million plant on Lake Washington for Eau Gallie with 2 wells added; an aeration system and new well at Oakwood Mobile Homes; and a gas chlorination system for Shady Oaks.

Municipal water systems are financed in various ways including general obligation bonds, revenue certificates and funds accumu-

TABLE 23  
BREVARD COUNTY HOMES SERVED BY WATER  
SHOWN BY UTILITY SYSTEM, JUNE 1964

Name of System	Number of Homes Served	Percent of Total Homes in Area	Percent Service to:	
			Domestic Use	Commercial Use
<i>Public:</i>				
Cocoa	15,100	80		
Eau Gallie	6,075	85	90	10
Melbourne <sup>b</sup>	10,000	80	80	20
Titusville <sup>c</sup>	4,805	60	90	10
Cape Kennedy (PAA)			70	30
Patrick AFB				
Total Public	35,980			
<i>Private:</i>				
Christmas Hill (Central Florida Utilities)	25	90		
Forest Hills (Central Florida Utilities)	80	90		
Oakpoint T/P	30	100		
Oakwood Mobile Homes	110	90		
Palm Bay Estates T/P	315	100		
Shady Oaks (Central Florida Utilities)	100	90		
Total Private	660			
Total	37,650			

<sup>a</sup> Furnishes water to Cocoa Beach, Rockledge, Cape Canaveral City, Merritt Island Community, Patrick Air Force Base, New Merritt Island Launching Area, Cape Kennedy.

<sup>b</sup> Furnishes water to Satellite Beach, Indian Harbor Beach, Indialantic, Melbourne Beach and parts of West Melbourne and Patrick Air Force Base.

<sup>c</sup> Includes North Titusville, Indian River Heights, Imperial Estates, Highland, Lake Front Estates, Whispering Lakes and Westwood Villa.

lated from regular contributions from general revenue fund and/or proceeds from utility taxes. Relatively liberal loans from the national government also provide aid to the municipalities in financing their facilities. Cocoa has established water rates earmarking approximately 70 per cent of the revenue for financing bond issues. Titusville and Cocoa Beach have extended the utility tax to charges for water so that water and sewer improvements can be financed.

The financing for capital outlays is an acute problem for the private utility company. Usually, the developer of a subdivision includes the cost of the water system along with other construction costs, particularly if he plans to operate the system.

The organization for the management of the water system varies, of course, in relation to the size and type of operation. Cocoa has 49 full-time employees for example while Oakwood Mobile Homes operates with only two.

The cost of administering the water system as a percentage of the revenue realized from water charges also varies with the system. In Cocoa the estimate of the cost of administration was 24.6 per cent of revenue in 1964 but had to be revised upward to 28.5 per cent.

The primary criticism of water plant management from the public has been chiefly directed to the private utilities. They are small operations and are not anxious to maintain a staff 24 hours a day because of the cost. Thus, citizens have been without water for several hours because of breakdowns. The Titusville City Council refused by a narrow vote to adopt an ordinance which would require all utilities operating in the city to have standby facilities for use in case of emergency.

From the standpoint of the municipalities the chief problem of administration is the extreme difficulty in recruiting and keeping qualified employees. The pay scale for federal government and contract employees at Cape Kennedy is far above the wages that have been paid by the municipalities in the area. The private companies stated that their major administrative problem was answering complaints about the quality of the water. The high salt and iron content of the water resulted in a great deal of corrosion of the pipes. Titusville has taken major steps to purchase the private utilities and bring them under municipal management. The largest and most important transaction was the agreement to purchase the water and sewer systems of the First Florida Utilities Company in

Whispering Lakes, Westwood Villa, Highland Homes and Indian River Heights. The mayor of Titusville in announcing the purchase agreement said ownership would give the city control of the entire water and sewer system and enable it to get rust and worms out of the water and also prevent raw sewage leaks.

Municipalities and private utilities usually require all new subdivisions and single homes to connect with existing water lines if they are available. The Brevard County Health Department requires all new subdivisions, commercial establishments, etc. to connect to central water supply facilities if they are available. The major problem is the lack of control in the large number of areas served by contract. Cocoa and Melbourne furnish more water outside than within city limits but have no legal jurisdiction over the outside areas. The municipalities who receive water by contract can establish such requirements but most of them have not done so.

#### *Extension of Water Lines*

Water lines will usually be extended if funds are available and the extension does not involve more than 100 feet per house. One common method used in extending water lines charges the developer or individual the total cost of the extension and then, as other owners connect with the water lines and pay the required charges, refund a portion of cost to the developer. The municipalities in general do not have established policies for extension of lines beyond city limits except for areas where they have a contract to provide water. In February, 1964, Eau Gallie refused to provide water and sewer service to a low cost housing project outside the city limits. The State Board of Health objected, stating that the refusal was unreasonable. The matter was settled by the housing authority paying for four-inch pressure mains connecting into city lines. The city established rates 50 per cent higher than those within the city. The policies for payment of water line extensions across vacant areas are approximately the same as payment for extensions where vacant areas are not involved.

The charges for water are difficult to compare since the minimum amount of water for which a customer is charged varies from 2,000 gallons (for \$2.50) in Eau Gallie to 5,000 gallons (for \$2.75) in Cocoa. The average rates for Cocoa and Titusville are lower than the rates in Eau Gallie. The minimum rate in Melbourne is less than Eau Gallie but its rates for additional water are higher than in

the other municipalities. The city commissioners frequently state that they will provide water to outside areas at 50 per cent additional cost but in practice the rates are approximately 20 per cent higher. Titusville is an exception since its charges outside the city limits are geared to rates charged by private utilities. The typical charge for water service by a private utility is \$4.50 minimum for 4,000 gallons of water which is about 80 per cent higher than the municipal water rates.

### **Sewerage Utility Systems**

Sewerage systems of six municipalities, the Cape Kennedy and Patrick Air Force Bases, and 18 private sewerage utility firms were included in the survey. Three private firms, North Port St. Johns, Port Malabar and Port San Sebastian were not interviewed.

The exact number and per cent of homes which are served by sewerage systems rather than septic tanks are difficult to determine. A citizens' survey committee reported in 1963 that "better than half" of the housing units in the county have only septic tanks. Table 3 indicates that about 26,000 housing units were served by some type of sewerage system in 1964. Of an estimated 44,350 housing units in Brevard County in 1964, this would indicate that about 59 per cent are served by some type of sewer system other than septic tanks. The East Central Florida Regional Planning Council has estimated that 94,200 persons, or 62 per cent of the population of Brevard County, are served by a sewerage system.

Without exception, every municipality and private utility operating a sewerage system in Brevard County plans to expand the system, but the degree of expansion and planned methods of financing vary widely.

The methods of financing major improvements in sewer facilities are approximately the same as for financing expansion of the water systems. The federal government has provided financial aid under Public Law 660 for planning expansion of both water and sewage facilities. The usual methods of financing were used for the construction of the original sewer systems. These include the issuance of general obligation bonds, revenue certificates or bonds, proceeds from special funds and individual assessments. Since most municipalities have tended to finance both water and sewer improvements at the same time and the problems are similar, the comments on financing the construction of water systems are also applicable here.

TABLE 24  
NUMBER AND PER CENT OF HOMES SERVED  
BY SEWERAGE SYSTEMS

Name of System	Number of homes served	Percentage of homes served in area
<i>Public:</i>		
Cocoa	3,100	80%
Cocoa Beach	1,600	95
Eau Gallie	5,400	70
Melbourne	4,000	75
Rockledge	1,370	48
Titusville	1,750	
Cape Kennedy (PAA)		100
Patrick Air Force Base	1,680	100
Total Public	18,900	
<i>Private:</i>		
Cannova Park (Brevard Service Co.)	150	100%
Cape Canaveral Beach Gardens (Cape Canaveral Utilities)	300	
Carlton Groves Estates (Brown-Heaney)	135	35
Friday Road (Brevard Utilities)	455	100
Green Acres Estates (Brevard Utilities)	210	100
Hampton Home (Hampton Utilities)	705	100
Indian Harbor Beach (Harbor Utilities)	555	80
Lake Poinsett T/P (Brevard Utilities)	135	100
Merritt Island Sanitation	700	50
Merritt Ridge (Brevard Utilities)	400	70
Oak Point T/P (Chatham Corp.)	30	100
Palm Bay Estates T/P	315	100
Pelican Creek (Atlantic Utilities Corp.)		
Poinsett Gardens (West Cocoa Utilities)	50	100
Port St. John	120	40
Shakespeare Park (Shaco, Inc.)	150	
South Patrick Shores	2,000	95
Surfside Estates	140	100
Vetter Isles Estates (Vetterline Constr. Co.)	380	100
Total Private	6,930	
Total Public & Private	25,830	

Serious problems exist in financing the expansion of the sewer systems in Brevard County. Several of the municipalities feel that the federal government should provide greater financial aid than the present grant and loan policy. This could be an increase in the form of grants or interest rates lower than under the present policy.

The financial problem of the private utilities is even more acute

than the municipal systems. The extremely high interest rates charged by commercial firms make it very difficult to finance new plant expansion. For example, the owner of Shakespeare Park reports that commercial institutions are willing to make a two-year loan at a 15 per cent rate, five per cent for attorney fees and a one per cent service charge. A few owners stated that the procedures were too complicated for a loan from the Small Business Agency. They referred specifically to the requirement of putting up part of the stock as a guarantee on the loan.

The organizations for administering the municipal water and sewer utilities are usually combined. A director of public works supervises both operations and an office staff handles the billing and collecting for all utilities. The actual operations are usually carried on by a separate staff headed by a superintendent of the sewage plant.

The private sewer utilities are small and attempt to get along with a minimum of full time employees. Operation and maintenance of privately owned sewerage systems generally are inadequate. Many employ part-time operators who are not properly trained and experienced to do the job. There have been several instances in which building plans for multiple housing units have been rejected by municipalities because the developer could provide a sewage disposal plant but could not give satisfactory assurance that the plant would be maintained after the housing units were sold.

The major administrative problem in the operation of the sewerage systems is the recruiting and retaining of qualified employees. The municipalities and private companies state that they are losing employees who accept better paying jobs at Cape Kennedy. Patrick Air Force Base denies that these people are accepting work in related areas since a job shortage exists in this type of work. Approximately half of the companies surveyed state that they have no major problems in relation to administration. Nevertheless problems do arise frequently. For example, property owners who desire to develop property by land fills along the Indian River are occasionally troubled by the fact that treated sewage empties into the river.

A common requirement among municipalities is that if sewer lines exist in an area all new subdivisions and individual homes must connect with the sewerage system. All of the municipal sewerage systems have such a requirement for new subdivisions in



Brevard County. This is indicated in Table 25. Such a requirement exists in approximately one third of the private companies.

The requirement is not as strict as the case of construction of individual homes in an area served by existing sewer lines. Two areas, Cocoa Beach and Patrick Air Force Base require connections in all cases but in the other public sewerage systems, sewer connections must be made if lines are available within a distance of 100 to 300 feet. However, a check which was made in May, 1964, in Cocoa Beach, to determine if the ordinance requiring homes be connected with the sewer lines was being obeyed, revealed numerous violations.

TABLE 25  
REQUIREMENTS TO CONNECT WITH EXISTING SEWER LINES<sup>a</sup>

Name of System	For new subdivisions:			For single homes:		
	In all cases	Where available within	No regulations	In all cases	Where available within	No regulations
<i>Public:</i>						
Cocoa	x				200'	
Cocoa Beach	x			x		
Eau Gallie	x				100'	
Melbourne	x				200'	
Rockledge	x				300'	
Titusville	x				200'	
Cape Kennedy (PAA)						
Patrick AFB	x			x		

<sup>a</sup> Private companies have little or no authority to require connections.

The determination of policies in regard to the extension of sewer lines is a common problem among municipalities and private sewerage companies. Extension of lines within the corporate limits of the city or the immediate radius of private companies is of course easier than extension of sewer lines outside corporate limits or immediate areas served by private companies.

The usual standards are availability of funds, petition of home owners, master plan schedule, or request of health department. Two criteria, which are frequently used in the United States, population density and the requirement of sewer districts, are not used in Brevard County. Titusville will authorize extension of sewer lines both inside and outside the city if the developer will pay for the extension and be reimbursed by the city within a ten year

period. In general, the municipalities have a policy of not extending sewer lines outside the corporate limits.

The criteria for extension of sewer lines for the private utilities are quite different from that of the municipal utilities. The owner of the private utility must consider primarily whether or not the extension would be profitable from an economic standpoint.

A common problem in determining whether sewer lines should be extended across vacant areas is the determination of who bears the cost of the lines across unoccupied areas. Cocoa Beach, Eau Gallie, Rockledge, Patrick Air Force Base, and Cape Kennedy bear this cost. The developer of the subdivision which is being provided with service pays the cost in Cocoa and the cost is shared in Melbourne and Titusville. In the case of the private utilities the cost of extending sewer lines across vacant areas is usually borne by the developer or a contract to share the cost is negotiated by the private company and the prospective customers.

#### *Payment for Sewer Lines Larger Than Needed for Current Use*

The policies for payment for sewer lines which are larger than currently needed are approximately the same as the payment for water lines under similar circumstances. The public utilities usually bear the extra cost but it occasionally is shared by the municipality and the developer. In the case of private utilities, the cost of the larger lines may be borne by the utility company, the developer or by a negotiated contract which shares the cost with the customers.

Sewer charges may be set as a percentage of the water bill or a flat fee may be charged. If a municipality operates both a water and sewer system, the first method is generally used with the percentage ranging from 90 to 100 per cent of the water bill. If the utility is furnishing only sewer service, the charge is usually a flat fee per residence and the fee usually varies according to the number of bathrooms. In the case of Green Acres Estates, Merritt Island, Poinsett Gardens and Vetter Isles Estates, which are furnished water by the city of Cocoa, the city collects the sewer charges and turns them over to the private utilities after deducting a percentage for the administrative costs which are involved.

#### **Problems**

Public officials are cognizant of the many utility problems involved in the rapidly growing area and have made substantial prog-

ress in their solution. As the county grows, however, difficulties multiply and "one has to run fast to stay in the same place" or problems may arise faster than solutions.

### *Water Supply*

The spring drought in 1964 focused attention on the existing water problem in Brevard County. Half of the water consumed in the county was pumped from wells located 30 miles away in Orange County. To reduce the immediate demand, residents of Melbourne and Eau Gallie were requested to reduce water consumption by confining lawn sprinkling to the period from 9 p. m. to midnight. Also plans were made to tap two deep artesian wells, which previously had been used in 1961, to raise the water level in Lake Washington. In June, 1964, Titusville was also suffering a water shortage and the city manager requested that the residents voluntarily reduce the consumption of water.

A long range plan for the solution to the water problem has been in existence for over 10 years, but an intensive drive for implementation was not undertaken until 1964. The Central and Southern Florida Flood Control District (FCD) prepared plans for the Upper St. Johns water control project in the early 1950s. The purpose of the Upper St. Johns water control project is to provide areas where water can be stored in time of plentiful supply and used in time of need. The first step would be to build a dam at Lake Poinsett, purchase 35,000 acres of land, and provide a relief canal at San Sebastian.

The projects of the 18 county flood control district are financed by a one mill ad valorem tax at the local level, state appropriations, and federal appropriations through Army Corps of Engineer flood control projects. The cost of the Upper St. Johns project has been estimated at approximately 47 million dollars. The FCD hopes to secure 27 million dollars from the \$50 million bond issue authorized by the voters in 1963 for acquisition of lands for public recreation. To date no substantial progress on this proposal has been made.

### *Water Quality*

A few situations have arisen concerning the quality of drinking water in Brevard County. Many individual wells have produced water which contained too much iron, sulfides, salt, color and some

bacteria. The quality of water furnished by the municipal water systems has been generally satisfactory but an occasional dispute has arisen in regard to the quality of water furnished by a few private water utilities.

### *Septic Tanks*

The tremendous increase in population in Brevard County has resulted in a greater number of homes being constructed outside of municipalities and beyond the area served by sewage plants. Approximately 40 per cent of the homes must rely on septic tanks. Soil conditions, high water tables plus an over abundance of septic tanks frequently have created health hazards. In October, 1963, the Brevard County Health Department adopted a policy designed to prohibit the issuance of septic tank permits for establishments using more than 1,200 gallons of water per day unless central sewage facilities were to be available within a specific period of time. The area most seriously affected by the regulation was Cape Canaveral City. Septic tank permits could be issued if there was positive assurance that permanent sewer facilities would be available in the near future and that funds were available for the construction of such facilities. However, the plans for the Cape Canaveral City municipal sewer plant were delayed and no justification for issuing temporary septic tank permits could be made. The board of county commissioners endorsed the health department policy by passing a regulation making the policy effective in all areas of the county. The problem was partially alleviated by apartment owners putting in small sewage treatment plants which could be taken over by the city at a later date.

In the fall of 1963, a court case pointed up a situation which exemplified the many sewage problems arising from the use of septic tanks. At the trial the defendant testified that his septic tank would not work after the slightest rain and that raw sewage seeped into the drainage ditch rather than being pumped into the ditch. He was acquitted of the charge of creating a health nuisance by a six-man jury after deliberation. In the meantime, the regional sanitary engineer for the state board of health recommended to the county that no new building permits be issued in the West Eau Gallie area because the high water table and soil conditions made the area unsuitable for septic tank operation.

*Expansion of Utility Services by Municipalities*

It has been noted there has been a greater tendency for cities to provide water outside municipal boundaries than to provide sewer facilities. The cities can turn off the water for non-payment of bills but sewers cannot be disconnected as easily. The maintenance costs for sewer lines are higher than for water. Also, the most populous areas of Brevard County are quite flat, resulting in a pumping problem.

The general policy of municipalities in the Brevard County area is not to extend any utilities outside the city limits except water and that on a contract basis. Frequently, the city has not provided all areas within the city limits with sewers and first preference must be given to residents of the cities. To make it advantageous for the municipalities to extend sewer lines outside the city limits at least two conditions must be met. First, the rates charged must be sufficiently high that the city is reimbursed for all costs incurred. At present the sewerage rates for private utilities are approximately 80 per cent higher than municipal rates since private companies include as a portion of the cost a charge to offset the cost of the original plant facilities and also charge a sizeable tap-in fee while the municipal facilities charge only for the cost of connecting with the system.

Second, municipalities cannot afford to extend utility lines unless they are assured of a certain volume of business.

*Brevard Water-Sewer Board*

In January, 1964, the County Commission tentatively adopted water and sewerage system regulations. These regulations created a five-man water and sewerage board to be appointed by the Commission. The board would advise the County Commission in regard to the granting of water and sewer franchises and act in an advisory capacity to the Commission on matters pertaining to utilities. The county sanitary engineer was named director of this Board.

The Water and Sewer Board requested that utility firms submit applications for exclusive franchises and these applications are being reviewed at the present time. The Board has been faced with extremely important policy decisions. For example, a decision was necessary as to whether exclusive franchises should be granted for

## 72      Summary Report on NASA Impact on Brevard County

large or small areas. Another example is the policy of awarding exclusive franchises only to engineer approved developments which will reduce speculative utility projects and should lessen the number of problems related to the sale and transfer of franchises.

### *The Sanitary District Law of 1957*

In 1957, the Brevard County representatives with the endorsement of the County Commission and other interested citizens guided a special act (57-1176) through the legislature which granted authority to the County Commission to establish sanitary districts. Under the provisions of the law the Commission could create sanitary districts, establish sewer systems, determine the rates to be charged, and make other pertinent regulations. Certainly there are strong arguments for and against the establishment of such a sewerage system.

### *Compensation of Utility Employees*

Among the major administrative problems of the municipalities and the private utility companies are recruiting and reducing the turnover of qualified employees. The primary reason for this situation is the high wages paid by the Federal government and contracting firms as compared with wages paid by the utility companies.

Also the scope of operations of several private utility firms has been so limited that some firms cannot afford to employ the technical workers necessary to undertake laboratory tests and the skilled mechanics to repair and maintain heavy equipment. The problem of lack of technicians could be alleviated if the companies were encouraged to contract with a private firm offering these services.

### *Federal Financing and Aid to Utilities*

In the 1950's the seriousness of the sewage problem in the most populous areas of the United States resulted in one section of the Water Pollution Control Act of 1956 authorizing a total of \$50 million per year in federal grants for the construction of sewage treatment plants. The maximum federal grant was placed at \$600,000 in 1961.

For Florida the State Board of Health established criteria for the allocation of the grants on the basis of a formula dependent upon the extent of water pollution in an area, financial need and rate of

population growth. All of the major municipalities in Brevard County have received one or more grants.

### *Advances*

The Housing Act of 1954 included a section (702) which provided interest-free advances to aid in planning public works construction, including sewer and water systems. The advances would be repaid when construction was actually initiated. The primary objective was to encourage local governments to plan capital improvements which might be initiated in a recession period. Brevard County municipalities have used these advances to make plans for immediate improvements which are permissible under HHFA regulations. Cocoa Beach was particularly critical of the current regulations requiring certification in the application that no preliminary work has been done on the proposed project. However, the detail required in the application makes preliminary planning absolutely essential. Also, many of the projects have been so urgent that bonds for financing them have already been issued by the time the application was approved.

### *Loans*

The public facility loan program administered by the HHFA makes it possible to finance some types of essential public works when other sources of financing are not available on reasonable terms. All of the municipalities in Brevard County have taken advantage to some degree of the loan program for construction of sewer systems. They have applied for loans but almost without exception have been able to sell the bonds issued to finance the construction at a reasonable interest rate to private firms. The fact that the loan program exists with an interest rate at approximately 4 per cent has probably been influential in keeping interest rates charged by private firms relatively low.

## CHAPTER VII

# Intergovernmental Cooperation

Cooperation among governments, though always an important consideration, seems even more important in Brevard County due to the rapid rate of population growth with its accompanying expansion and increase in governments and governmental services. Cities have literally grown into each other and in one area, a larger city has surrounded smaller ones, making it possible to go from one city into another by crossing a street. To detail and analyze the relationships that exist between these entities as they "live together" a questionnaire was structured to gather data on intergovernmental cooperation. The questionnaire, covered data in four broad areas: (1) contacts between officials, (2) cooperation in fifteen specific functional areas, (3) methods of cooperation, and (4) problems experienced in cooperation.

The questionnaire was circulated by a field representative since it was agreed that the data sought was of such a nature as to make a mail solicitation impractical. For each government (county, school district, 16 municipal corporations and 32 special districts) one individual, considered most knowledgeable about that government's relationships with other governments in the county, was contacted and interviewed by the field representative. Five city managers, one city administrator, two mayors, two city councilmen, and six city clerks were interviewed. The county school district questionnaire was completed by the Assistant Superintendent for Finance and Administration. For two municipal corporations, two officials collaborated on the results. All officials contacted were cooperative and expressed an interest in the project.

By using the questionnaire as a basis for a structured interview it was possible to eliminate misconceptions as to the meaning of



"cooperation." For one municipal officer, the operation of a police department represented cooperation in law enforcement. The administrator of a large district, on the other hand, made the observation that "we don't cooperate with anyone."<sup>9</sup> After a discussion with the administrator, numerous instances of cooperation between the district and an adjacent municipality were discovered, based almost entirely on informal verbal agreements between individual authorities of the respective governmental entities.

### **Contacts Between Officials**

Considerable opportunity exists for exchange of information through the formal organizations found in the county. Six such organizations were identified: the Platinum Coast City Managers Association, and five county wide organizations of Police Chiefs, Fire Chiefs, City Clerks, City Tax Assessors, and Mayors. These groups meet regularly on a monthly basis and have either group or individual discussions.

Two other groups offer a direct opportunity for solving inter-governmental problems involving military installations and civilian government. One group is the Civilian-Military Council comprised of elected municipal and county officials and the commander and staff members from Patrick Air Force Base. This group meets regularly, discusses mutual problems, and where possible, determines solution. Such matters as cooperation in solving traffic problems lend themselves to solution by the Civilian-Military Council.

The Joint Community Impact Coordination Committee (JCICC) was the second group considered of value by the governmental officials participating in the survey. This committee is comprised of officials representing the local area, the State of Florida, and agencies of the national government whose operations affect the social, economic, and political segments of Brevard County. The JCICC sponsors a number of sub-committees, usually chaired by local people, dealing with specified problem areas. For example the County Superintendent of Public Instruction is the chairman of the sub-committee on education. The JCICC also serves as a clearing house for information exchange, particularly information furnished local governmental units relative to proposed personnel increases

<sup>9</sup> Interview with the Canaveral Port Authority Manager, July 7, 1964.

in the Cape Kennedy area. One valuable service rendered by the Committee has been pointing up the problems of local areas to the national government agencies. The establishment of a special office of the Housing and Home Finance Administration in Titusville to facilitate federal aid to the cities in the "impact area" was credited to the Committee's work.

Other meetings, both formal and informal, were mentioned by the officials surveyed as furnishing an opportunity to discuss intergovernmental problems. One such meeting mentioned was between officials of the cities of Melbourne and Cocoa and resulted in a negotiated contract for water services.

### Cooperation in Functional Areas

Of the fifteen areas identified in the survey questionnaire as potentially involving intergovernmental cooperation, three were outstanding as examples of cooperation, fire protection, police protection and water supply. Other areas reflected little or no cooperative action by the governments in the area.

Cooperation in the fire fighting function could be termed excellent and all inclusive. Each department, city or volunteer, indicates willingness to fight fire wherever it may be. Some departments answer fire calls in cities that in no way support them—other departments receive some support from areas they serve. The cities in the barrier island area report that in addition to mutual aid among city and volunteer departments, Patrick Air Force Base fire fighting units are available on an "on call" basis. The major cities on the mainland have also indicated close cooperation in the fire fighting function with Patrick Air Force Base.

Cooperation in police protection is as widespread as in the fire protection function. The county Sheriff's Department leads in developing cooperation in this area, acting as a coordinating and service agency to local police forces in addition to its normal functions. Many of the small cities look to the sheriff for police protection. A standard practice followed by the Brevard County Sheriff's Department is to deputize one or two officers in each local police force. All of the Brevard cities except Indialantic and Melbourne participate in the plan. The Sheriff's Department also has an excellent relationship with the PAFB police units.

The sheriff's office has developed an intra-county teletype net-

work. This teletype system makes possible rapid communication of detailed information to each of the cooperating city police departments. The system is normally used to transmit data on persons arrested to each department so that "wanted" lists may be checked throughout the county. Many of the smaller cities with limited budgets use the Sheriff's Department radio frequency equipment. In some instances the Sheriff's Department even answers telephones for city police departments.

The situation with regard to water supply presents a slightly different picture. The City of Cocoa holds a water service franchise that covers a 200 square mile area. As a consequence, Cocoa sells water to the cities of Rockledge, Cocoa Beach and Cape Canaveral. In addition, the Cocoa water system serves the large unincorporated urban area on Merritt Island, the Patrick Air Force Base, and the Cape Kennedy launch area. A distribution line has been extended into the Merritt Island Launch Area (MILA) and those facilities are now served by the Cocoa System.

The City of Melbourne has extended water service to the barrier island and sells water to West Melbourne and to the cities south of Patrick Air Force Base, Satellite Beach, Indian Harbor Beach, Indialantic and Melbourne Beach.

Eau Gallie is presently planning construction of a water treatment plant, to be located on Lake Washington—and which will, for all practical purposes, duplicate the Melbourne facility already operating at that site. It seems unfortunate that with the limited water situation in Brevard County, the cities of Melbourne and Eau Gallie cannot develop closer cooperation in this regard.

In the maintenance of public libraries the major cities exhibit good cooperation with the county. Only the major cities operate libraries,<sup>10</sup> and these are supported by a joint funding scheme in which the county furnishes two-thirds of the cost and the cities one-third. County financial support thus offsets to some degree the fact that many library users are not residents of the city in which the facility is located. Rockledge also cooperates with Cocoa by contributing a sizeable sum annually to support the Cocoa Library. This enables Cocoa to improve its library service and also serves the needs of Rockledge citizens since these two cities are in the same proximity.

<sup>10</sup> Cocoa, Cocoa Beach, Eau Gallie, Melbourne, Titusville.

Parks and recreation is another functional area in which the survey indicated considerable cooperative effort between governments. Cooperation usually was in the form of local contributions to the county recreation department for constructing and maintaining facilities such as county parks or public boat launching ramps. Considerable effort has been made in central Brevard to develop recreational boating and fishing in the rivers. The lifeguard programs in such cities as Indialantic are joint city/county ventures.

Investigation indicates very little cooperation exists in street and road construction and maintenance. The larger cities (Cocoa, Cocoa Beach, Eau Gallie and Melbourne) accept funds in lieu of services from the county for their share of gasoline and motor vehicle fuel tax. The smaller cities, on the other hand, accept services rather than cash for their share of the taxes. In the small cities the county seems to perform the total street and road maintenance function. Many of the smaller cities apparently do not even own basic road maintenance equipment. One city reports that the county gives them surplus material and this community feels cooperation with the county is excellent.

Four governments (Eau Gallie, Palm Bay, Rockledge, and the school district) indicate cooperation in refuse collection and disposal. The city of Eau Gallie and the school district contribute to the maintenance of county dumps, the city of Palm Bay allows the county to use its dump without charge, and the city of Rockledge furnishes a local hospital district with garbage collection and disposal service without charge.

Tax assessment and collection as a function reflects little cooperation. Two factors are important in considering this function, first, several of the cities do not levy any ad valorem taxes, second, a special act of the Florida legislature enables the municipal tax assessment and collection function to be performed by the county government upon approval by a majority of the electors in the municipality concerned. Only Satellite Beach and Melbourne Village have availed themselves of this service but apparently the city officials are well pleased with the arrangement. The county tax assessor, however, indicated in an interview that he would rather not perform this function for the cities and that he was opposed to any extension of this service by the county.

Cocoa and Rockledge are the only cities cooperating in slum

clearance and redevelopment, working with each other and with the Federal government.

The use of special districts for hospitals in Brevard County is presumed to be the reason for little cooperation in this functional area. Rockledge and Titusville are the only cities indicating cooperation in this function, and in these instances, the cooperation consists of police protection and other services furnished to a local hospital district—either at no cost or at a greatly reduced cost.

Cooperation, for all practical purposes, is totally lacking in the function of sewage disposal. Eau Gallie and the school district indicate intergovernmental cooperation in this matter. The city of Eau Gallie “cooperates” with the Federal government in that the city qualified for Federal aid in planning and constructing its present system. The school district’s cooperation in this function is in contributing funds to cities in order to receive the service. However, the school district has been forced to build and operate sewage disposal plants at two school facilities to have adequate service. The great number of private sewage disposal systems operating in Brevard County complicates this matter. This is particularly true in the unincorporated Merritt Island community.

Cooperative planning was infrequently mentioned. Three governments report cooperation with the East Central Florida Regional Planning Council. Only five governments mentioned cooperation in planning in any degree. Although the survey from Cocoa did not indicate it, the city of Rockledge indicated close cooperation with Cocoa in planning. The Eau Gallie city manager reports that his city and the city of Melbourne have hope of beginning a joint planning venture in the near future. The importance of planning is being realized and cooperation between governmental units is increasing. Brevard County has a planning department staffed with professional planners and several cities are using these services under the county assistance plan.

### Methods of Cooperation

In order to determine the “how” of cooperation, five possible methods of cooperation were listed in the inventory, and respondents asked concerning their use. The methods listed were Exchange of Information, Parallel Action, Mutual Aid, Receive and Perform Services and Provide Funds for a Joint Activity.

Questions concerning cooperation revealed that the most common method is in the exchange of information. The information exchanged consists largely of relating personal experiences in solving administrative problems or exchanging names of city officials. With the exception of the exchange of police information among the various police departments and the Sheriff's department, very little information of substance is circulated. The larger cities do exchange ordinances, particularly if a city is considering writing an ordinance referring to some subject and a model would be helpful. In addition, many of the cities mentioned exchange of tax information with the county government.

Mutual aid is a frequently mentioned method of cooperation usually involving either police or fire protection. Each city with a police or fire department indicates a willingness to go to the assistance of any other city if requested to do so.

Parallel action is cited as a method of cooperation by nine governments in the county. For example, Melbourne Village, Melbourne Beach and Indialantic all indicate parallel action with the city of Melbourne in the maintenance of an animal shelter. Indialantic has found the arrangement so attractive that the city turns all dog-tag revenue over to the city of Melbourne and animal control in Indialantic is conducted by Melbourne officials. However, this activity seems more accurately described as joint funding or receiving services rather than as a parallel action.

Possibly the only true examples of parallel action involve larger cities where corporate limits follow a common line—thus making close cooperation a necessity. The cities of Cocoa and Rockledge each hired separately, the same planning consultant. The cities of Satellite Beach and Indian Harbor Beach have initiated regular monthly meetings attended by all officials of each city. Thus, by exchanging information these cities are able to take action within their separate jurisdictions to solve or avoid mutual problems.

Five of the cities indicate that they perform services for other cities and governments in the county. The service performed by three of the cities consists of answering fire calls from nearby cities without fire departments. Rockledge performs services for the local Hospital District, and the cities of Cocoa and Melbourne perform services for other cities, i.e. sells water to them.

Thirteen of the county's cities indicate that they receive services. Most frequently mentioned is road and bridge construction and

maintenance received from the county commission district in which the city is located. Another service received by some small cities is fire protection.

Thirteen of the local governments indicated that they provided funds for joint activity. Contribution of funds for the operation and maintenance of a Brevard County exhibit at the New York World's Fair was the most frequent example. The provision of gifts of equipment in lieu of funds to area volunteer fire departments and the sharing of the cost of operation and maintenance of public libraries between the city in which the library is located and the county are other examples of this method of cooperation.

### Problems in Cooperation

One of the more striking results of the survey was the almost total lack of problems resulting from cooperative efforts. None of the cities indicated any problems due to legal technicalities, and no legal barriers to cooperation could be found in checking the charters of the various cities or legislative acts establishing the many districts. None of the cities mentioned problems resulting from supervision or control of cooperative activities.

For the school district there was difficulty in defining and assigning responsibility in joint efforts. This seemed particularly true in matters involving school construction. The building must be located where streets, walks, water and sewer services are available and at the same time located in conformity with the local city's plan of growth. School spokesmen report that the status of plans and planning make location of a building site difficult. When the site is determined, not infrequently the school district finds that if the new school is to receive adequate water and sewer facilities, etc., the school district must build these facilities. In the past ten years the county school district has spent almost one million dollars for the construction of water and sewer plants, streets and sidewalks.

Another problem considered serious by the school district involves the use of different fiscal years by the various governments. This creates considerable administrative difficulties in funding programs cooperatively. Add to this different pay scales and personnel practices in such things as granting sick leaves, etc., and the process of jointly paying an employee engaged in a mutual program—for

example, a summer recreation program—becomes a difficult and complex administrative task.

A third problem considered serious by the school district is a legal one. The cooperative uses of school property bring into consideration the question as to which agency could be held responsible in event of accidents or injury to people participating in a jointly operated program.

The need for some definition of the responsibilities of county and municipal governments in the areas of street, sidewalk, water and sewer construction is considered so serious by the school district that unless it receives better planning information and data, serious problems will arise in meeting future educational needs in the county.

### **Attitudes of Local Public Officials**

Cooperative effort seems the method of solving existing problems yet, it is difficult to practice cooperation in an area where some cities fight for pre-eminence, others seem to withdraw from the problems of a rapidly changing environment, and still others have incorporated, apparently for the sole purpose of avoiding annexation by one of the bigger "political monoliths." These local attitudes may explain why it is difficult to find any examples of significant cooperation among these many governments except in the areas of fire and police protection.

In July, 1964, a questionnaire was mailed to elected public officials in Brevard County to determine their views on various phases of governmental cooperation—interlocal, local-state, and local-federal. Of the 107 public officials receiving a questionnaire, 66(61.7 per cent) completed and returned it. To ascertain differences in points-of-view of the different governments, respondents were classified into three groups. The first group of county officials included both school board and district port authority officials. The second group of large city officials representing 42 per cent of Brevard's 1960 population consisting of Cocoa, Eau Gallie, Melbourne, Rockledge, and Titusville. Small city officials were classed as the third group.

### ***Transfer of Functional Responsibility to County***

Questions on attitudes of officials toward transferring to the county government those functions that could be performed more



efficiently and economically on a county-wide basis, revealed that both county and municipal officials were opposed to such transfers. Table 26, listing the percentage of responses favoring transfer for 15 functions listed in the questionnaire, shows that only Air Pollution Control won support of all levels of government for transfer to the county. Four other functions, hospitals, transportation, tax assessment and collection, and libraries, received a bare majority of support for county administration from all the respondents. When the answers were tabulated by governmental group however, only

TABLE 26  
LOCAL OFFICIALS FAVORABLE RESPONSES RELATIVE TO  
TRANSFER OF SELECTED MUNICIPAL FUNCTIONS  
TO THE BREVARD COUNTY GOVERNMENT

Function	Total	Fifteen County Officials	Thirty-five Small City Officials	Sixteen Large City Officials
Air Pollution Control	74.2%	53.3%	85.7%	68.8%
Hospitals & Medical Care	53.0	40.0	57.1	56.3
Public Transportation	51.5	53.3	57.1	37.5
Tax Assessment & Collec.	50.0	60.0	60.0	18.8
Libraries	50.0	46.7	57.1	37.5
Parks & Playgrounds	45.5	73.3	34.3	43.8
Water Supply	40.9	46.7	31.4	12.5
Sewage Disposal	37.9	46.7	45.7	12.5
Street & Rd. Const. & Maint.	36.4	60.0	40.0	6.3
Urban Planning	34.9	46.7	31.4	31.3
Garbage Collec. & Disposal	28.8	26.7	37.1	12.5
Fire Protection	27.3	26.7	37.1	6.3
Police Protection	19.7	26.7	22.9	6.3
Public Housing	21.2	26.7	22.9	12.5
Slum Clearance & Redevel.	18.2	26.7	20.0	6.3

one other function, hospitals, received a majority vote from both the large and small city officials favoring transfer to the county government. For this function less than a majority of the county officials favored the county assuming this responsibility.

### *Interlocal Cooperation*

The support for cooperation in the performance of functions and provision of services was stronger and more consistent than that for transferring a functional activity to the county unit. Where less than one-third of the municipal officials responding favored

county-wide planning and zoning, (see Table 26), over two-thirds favored cooperation between the county and cities in planning and over four-fifths favored cooperation among cities for planning and other urban-type functions. Asked to specify in which areas the county and city governments should cooperate, only five functions were listed frequently enough to be considered important: planning, sanitation and sewers, water supply, and fire protection.

Questioned concerning the creation of new cities and the consolidation of the old ones, over 93 per cent of the officials from larger cities thought consolidation should occur and over 87 per cent thought new municipalities should be restricted. Even in the smaller cities, which presumably would be affected by such action, over 71 per cent of the respondents favored consolidation and over 65 per cent thought new municipalities should be restricted. Equally as interesting was the response by 71 per cent of municipal officials that the Board of County Commissioners represented his political and social views fairly. Of the county officials, only 53 per cent answered this question affirmatively.

#### *Federal-local Cooperation*

Federal grants-in-aid and loans to local government were favored by the majority of the officials. The smallest endorsement of the program came from small city officials (60 per cent) and the strongest from the county officials (73 per cent).

A slight majority of the respondents favored the view that NASA has special responsibilities in the Cape Kennedy area but there was no clear cut answer as to what such responsibilities might be.

#### *State-local Cooperation*

A similar question concerning responsibility of the state in the Cape Kennedy area was overwhelmingly endorsed but again there was very little consensus as to what special responsibility the state might have. Opposition was strong against the expansion of the state's role in controlling local development or performing local functions. Surprisingly however, on the question of increasing local government powers the respondents were evenly divided. The one conclusion that might be drawn is that the role envisioned for the state and Federal governments is strictly an auxiliary one.

## CHAPTER VIII

# The Community and the Newcomer

The assimilation of newcomers into the established communities of Brevard County is another problem related to the NASA program. Voluntary organizations, as an important part of community structure, may act as insulators against rapid change or they may be an instrument of orderly change. As an integrating force in the life of the community, these voluntary organizations provide a means whereby members of the community participate in the civic, cultural and religious life of the community. The service organizations provide a training and testing ground for community leadership—a mechanism whereby the value system of the community is shared by all. The religious life in the community finds formal expression through the more organized activities of the church. These are some of the positive functions of the voluntary organization of a community. In the Brevard communities, the period of rapid population growth has placed tremendous pressure on the organizational structure of the community. Since these organizations are composed of people living in the community, the question arose whether these organizations through their elected officers and members attempted to absorb the unusually large number of newcomers into the voluntary organization of the community, or whether these organizations through their membership and elected officers made little or no effort to encourage the newcomer to participate.

### Voluntary Organizations and Newcomer Assimilation

As there are many different types of voluntary organizations within the community, both in terms of function and purpose, the

question could be raised as to whether the degree of acceptance of new members by these organizations varies by the type of organization. And finally, if a large number of the newcomers were not members of these organizations, what type adaptation was made by the newcomers to the community. To answer these and related questions a study was made to determine the number and types of voluntary organizations located in the communities of Titusville, Cocoa and Melbourne. Also it was sought to determine to what extent these organizations were used by the employees and families of space-related agencies. This includes employees of NASA, the military and the various contractors and sub-contractors employed by the space program in the area.

Some of the general findings based on the more elaborate field report are as follows:

During the past ten years the increase in number and type of voluntary organizations in each of the three communities has kept pace with the population increase. Both the number of new organizations as well as increase in membership within existing sponsored organizations have met the needs of a rapidly growing community. A comment frequently heard was "that the community was over-organized."

The greatest growth in numbers of organizations has occurred in those voluntary organizations broadly classified as hobby, cultural and recreational. The increase in these organizations is primarily due to the increase in number of families with higher educational attainment. As such, it represents a pattern of joining which is typical of the middle class, professional family.

There does not seem, however, to be a comparable growth in such economic and service-related organizations as the Chamber of Commerce, Rotary Club, Kiwanis, etc. Here the participation is primarily related to men who have a direct stake in the community. In this regard, the organizational activity of personnel from space-related organizations is similar to the phenomenon found in many university communities. The faculty of the university is a separate structure with a different value orientation and with less commitment to the economic and social life of the community. As a result, there is less participation in this segment of community activity by university personnel.

Participation in voluntary organizations is related to where the in-

dividual lives. From the evidence gathered, newcomers in Titusville are less apt to join the various civic organizations than either Cocoa or Melbourne. There are more newcomers in positions of leadership within the various organizations in Cocoa and Melbourne than in Titusville. This may be related to the larger proportion of space-related personnel living in the Cocoa-Melbourne area. Titusville is relatively new as far as experiencing an appreciable influx of space-related personnel.

There are two particular organizations which seem to have attracted the newcomers. These two are the P.T.A. and the churches within the area. However, in at least one community, tension has developed between the newcomers and the old-timers over the various types of programs offered by the local school. Participation in the P.T.A. involves only those newcomers with younger children primarily in the elementary schools. In general, there is less participation by parents in school auxiliary at the junior high and high school level.

In regard to the church there seems to be considerable concern by the ministers as to the participation of the newcomers in the church program. A number of ministers remarked "that there seemed to be no way in which the newcomers could be made an integral part of the church community. They attended church services, but there seemed to be no commitment to the total church program." Specific reference was made to the minimal financial contribution to the church.

The neighborhood has developed as an important factor in family involvement. This is partly due to the development of housing in close and compact units which are settled by families from the same company. It functions as a very broad base of entry into the community. This settlement pattern, particularly along occupational lines was brought out in the survey of 16,000 space-related personnel.<sup>11</sup> In this survey, there seemed to be considerable concentrations of families in certain geographic areas by source of employment. The evidence suggests that the neighborhood attracted people of similar employment and through this initial contact, interpersonal relationships develop.

<sup>11</sup> "Report on Selected Personnel Engaged in the Missile and Space Industry of Brevard County, Florida," John F. Kennedy Space Center, Office of Education and Community Service, 1965.

### Profile of Community Organizations

The summary of the field reports is presented by types of voluntary organizations. They are grouped under seven headings. These are service, government, parent teacher association, adult education, fraternal, recreational, and cultural.

#### *Service*

Each of the communities have a Rotary, Kiwanis, Lions and Jaycee. There are Civitan clubs in Titusville and Melbourne. Rotary is made up of local business and professional men with an almost complete exclusion of missile industry personnel. Except in Melbourne, meetings are held at lunch time; and the matters of time and distance prohibit membership by missile industry personnel because regular attendance is a requisite for membership. Rotary is made up of representatives of various business and professional classifications, and the "top drawer" people in each classification are sought. There are many physicians in Rotary because of the many specialties in medicine. In Melbourne, the Rotary does hold evening meetings, but this is to accommodate the very busy schedule of local business people rather than missile industry personnel. Rotary conducts no active campaign to solicit membership; as membership positions are open, well-known established people are invited to join. In each city the president of Rotary is associated with a local business firm. Most members are established and have lived in the area for over four years, except for several bank vice-presidents who were transferred into the area recently.

Jaycees is a more popular organization in each of the three communities. The membership in each community is about 80-100. The clubs are very active with many civic programs going at all times, involving many of the members. Most of the members have lived in the areas for less than four years. The clubs very actively solicit membership among newcomers, using telephone surveys, Welcome Wagon and personal contacts. Missile industry personnel make up a large proportion of the membership in each club, although by no means are they dominant. The presidents in Titusville, Cocoa and Cocoa Beach are in local businesses, while the president of the Melbourne club is in the missile industry. Missile industry personnel are, however, found in some of the other offices.

Jaycees serve the interests of local business and professional peo-

ple, but because the club is made up of men from 18-35 and because it is active in sports, dances and parties, it serves the social interests of younger missile industry personnel as well.

Kiwanis, Civitan and Lions in each of the communities still largely serve the interests of local business and professional people and social interests of a few upper-level people in the missile industry. These organizations in Titusville and Cocoa are made up almost completely of longer-term residents in local businesses and professions with little or no attempt to solicit membership among missile industry personnel. In the Cocoa Beach Lions, the missile industry personnel, who are approximately 60 per cent of the membership, attend inconsistently; and the real core is made up of local business people. Melbourne Kiwanis has some missile industry engineers, but they are longer-term residents (4-7 years), who are in upper-level positions and who are older (late 30's and early 40's). Approximately 50 per cent of Melbourne Kiwanis are here less than 4 years, and approximately 10 per cent less than 1 year. It is the larger (68 members) and more open of the medium-level men's service clubs in Brevard County. In all of the clubs of this type, with the exception of Melbourne Jaycees, the president is in local business or profession.

The major women's service groups in the three communities are Junior Woman's Club, Woman's Club and American Association of University Women. Of these, Junior Woman's Club is most active. It is a club of younger women, having an upper age limit of 35. The goal of Junior Woman's Clubs is service to the community, and each club can show some impressive achievements.

The Titusville group solicits members by personal contact only, as does the Melbourne club. The Cocoa group does some advertising and has a special by-law permitting a prospective member to be sponsored by the Board rather than by two members who know her, as is the general rule. Both the Titusville and Melbourne clubs view their function more as one of service to the community. Cocoa is more open in membership and places more emphasis on its service to newcomers, providing companionship and opportunities for community participation. They feel that if a woman is to be in the area for only a year, a mutual service can be performed through the club.

The ambitions of the Melbourne group are a bit more advanced than the other two, and its membership is smaller (Melbourne has

41, the other two have about 80 each) and more exclusive. This group intends to be even more exclusive in the future, seeking women who have plenty of time and ability to devote to community service and who have a strong desire to serve. Anticipated length of residence will probably be a factor in choosing new members. There are reports that Melbourne's population is "stabilizing;" there are many who work for Radiation, a contractor which does not transfer its employees with the frequency that many other contractors do. The Melbourne Junior Woman's Club seems to be stabilizing.

The presidents of the three clubs have all lived here approximately the same length of time, an average of 6 years. Two are wives of missile industry personnel and the president of the Melbourne club is the wife of a local architect. Wives of missile industry personnel are dominant in all three clubs, but there is also a considerable proportion from local business and professions.

In summary, the Junior Woman's Club provides an opportunity for wives of missile industry personnel and of local business and professionals, who feel they will be in the area for a while, to become important members of the community. Because of their active participation in such activities as providing park equipment, raising money for a civic center in Titusville, aiding the Brevard Crippled Children's Home and the Brevard Training Center, providing scholarships in Cocoa, and aiding Brevard Engineering College in Melbourne, the Junior Woman's Club is highly regarded in all three communities.

The Woman's Club in each community is older than the Junior Woman's Club; the members are all over 35. In growth and in civic service, they are less active. The Titusville club has had about 85 members for several years. The Cocoa group's membership is 64, most of whom have been in Cocoa for years. The membership of the Cocoa Beach club is down, although approximately one-half of the members are newcomers, and their membership is solicited. The membership in Melbourne is down from a high of over 200 to 50 at present. It is interesting to note that they do intend to have a membership drive, attempting to contact older members of families of new missile industry personnel.

The American Association of University Women in each community provides an opportunity for participation by women graduates of regionally accredited colleges and universities. The



baccalaureate degree is the only requirement, and there is no waiting period imposed by the club. The age of the membership is in line with that of the population; most of the women are young. There are representatives from the missile industry, local business, professions, and the teaching field.

Interested prospective members often contact the club through the Chamber of Commerce or after having read of the club's activities in the newspaper. In Cocoa and Melbourne good press relations are maintained, and press releases always contain a telephone number for prospects to contact. Many new members are brought in through personal contact through church, neighborhood or business associates of husbands. Presidents of these organizations in Titusville and Cocoa are wives of missile industry personnel while the Melbourne president is the wife of a physician. The average length of residence of these presidents is 5 years. One-third to one-half of the membership in each group have been in the area for less than four years. It was stated by the Melbourne president that if a woman is interested, she usually joins within one year of becoming a resident in the community. Membership is over 100 in Melbourne and Cocoa and slightly less in Titusville.

The American Association of University Women is geared more to serve the interests of the individual than those of the community. It is more likely to be sought out by the woman graduate who feels a need for associating with other graduates than by the woman who wishes to participate in community service.

Other women's service organizations such as Business and Professional Women, and Pilot are usually much smaller organizations (10-20 members), and those contacted were made up completely of local business and professional people of longer residence. No interest in attracting newcomers was manifest.

### *Government Groups*

North Brevard has a Republican Club of 68 members, the officers of which are all local business people. The club is mainly interested in attracting registered voters, many of whom are registered as Democrats but who are of conservative attitude. Because it seeks registered voters, the club is not contacting newcomers at all. The North Brevard Democratic and Republican women's groups are small (18-20 members) and are made up of middle-aged and older people. They do not appear to be active or solicitous of newcomers.

The Young Democrats and Young Republicans, whose ages are under 40, attract more members and have a greater proportion of missile industry personnel. The Spaceport Young Republicans (Titusville) have 25 members, most of whom are Cape workers who have moved here within the past six years. No estimate is made of the proportion of more recent newcomers.

The Women's Republican Club of Melbourne, organized 12 years ago, is a larger club. It has 87 members, most of whom are in local business and professions, or are retired. Reportedly one-fourth of the members have lived in the area for less than four years. It is doubtful that many of the members are newcomers, since invitations are extended to those whose names appear on precinct lists. Some newcomers do call and ask about membership, but the majority of the members have been here for 4 to 8 years.

The John Birch Society numbers 50 in all three chapters in the County. The primary activity is writing to congressmen. The leader for the County estimates that approximately 50 per cent are missile industry personnel, 40 per cent are local business and professional people, and 10 per cent are local skilled or semi-skilled workers. There seems to be no solicitation of new members except through personal contact. An estimated 50 per cent have been here less than four years. There was no way to verify this because the names of officers other than the county leader were not available.

There are chapters of the League of Women Voters in Cocoa and Melbourne. Cocoa has 78 members; Melbourne has 77. Approximately 65 per cent of the Cocoa group have lived in the area for over five years. Twenty per cent are new this year, with one to two years residence. The majority of the Melbourne group have lived here for four to eight years; only ten, or approximately eight per cent have lived in the area for less than four years. Both groups advertise through Welcome Wagon and Florida Greeters, but both cite personal contact as the main method of gaining new members. It seems that the Cocoa group has better relations with the press and gets much better coverage and displays. The Melbourne group feels that if they were as lucky with the newspaper, their membership would increase as a result of the publicity. Most of the membership (75-85 per cent) are associated with the missile industry. The president of the Cocoa group is the wife of an engineer and the three spokesmen for the Melbourne group were the wives of a local

engineer, a missile industry scientist, and a retired military person. The members interviewed seemed vitally aware of and interested in community affairs.

### *Parent Teacher Association*

Every public school encountered in the County has a P. T. A. Elementary school groups are more numerous in membership and more active. In one neighborhood of newer homes and inhabitants of shorter residence, interest and participation was very low, even though membership was rather high. The president of this group was the wife of an engineer and had lived in the community for three years. Approximately 75 per cent of the members had lived in the area for less than four years. The president says that a program must be very special to get any kind of appreciable turnout. Most contacted parents of new students believed they would not be in the area long and did not wish to bother with participation in P. T. A.

In an older neighborhood with inhabitants of longer residence, participation is greater; and there is more concern, even among the men, which is cited as being unusual. A number of the members are local business and professional people, but there always have been some missile industry personnel, and the number has increased over the past years. It might also be noted that many of these residents are members of a neighborhood homeowners' association. The president of this group is the wife of an engineer and has lived here 10 years. Most of the members have lived here over 5 years.

Parent Teacher Associations for many parents is to be endured; they feel they owe it to their children to join. Many do pay the dues, but a great many do not participate. P. T. A. seems to be a "dead end" organization. Many who are active in P. T. A. are in no other organization except church. It was mentioned frequently that many will join P. T. A. when they will not join anything else. In all the interviews with other organizations, no one was encountered who had met prospective members for other clubs through P. T. A., and no one mentioned P. T. A. as an organization through which contacts with other clubs were made. Newcomer participation in P. T. A. seems to be greater in Titusville. This may be in keeping with the small-town flavor that has been maintained in Titusville.

*Adult Education*

Throughout the county there are home demonstration clubs associated with the State Agricultural Extension Division. They have a county home demonstration agent who directs some of the activities and provides materials. There are no dues, and the club is open to the public. Introductory materials are given newcomers by the Welcome Wagon hostess.

There are several clubs in the Cocoa area. The Merritt Island group has 44 members, most of whom are older residents, with only about 25 per cent living here less than four years. Meetings are held in the mornings, which prevents younger women with pre-school children from attending. No real attempt is made to contact newcomers except through Welcome Wagon contacts. The group is, however, open to anyone interested; and the president feels that the activities would interest newcomers if they were aware of its existence.

The club at Cape Canaveral City is made up primarily of women in a large trailer village. Only a couple have lived in the area for as long as seven years; 70 per cent have lived here less than four years, and 20 per cent less than one year. The president is the wife of a refrigeration mechanic with Pan American and has lived here for seven years. She is a leader, and provides an element of stability as membership changes. Because of the proximity of all in the trailer village, newcomers are contacted personally by members as they move in. Most of the members are wives of technician-level personnel with a few from construction industry.

The home demonstration club in Melbourne is made up of older women; permanent retirees and winter residents. Members of the club say that their activities are excellent for younger women who need to operate a household, but very few younger women attend. This group is located in a trailer village near the airport which seems to be inhabited predominantly by retirees.

*Fraternal Organizations*

Each community has chapters of the various national fraternal organizations: Elks, Moose, Masons, and Shrine. In Titusville, Elk and Moose have approximately 250 members each. In the other communities, membership is greater, at approximately 400. The Titusville Elks boast among their membership the police chief, mayor,

sheriff, state senator etc., but the Exalted Ruler is a fireman for Pan Am who has lived in Titusville for 16 years. The president of the Cocoa Moose is a blue-collar worker, and during an hour's visit with him in the club bar, the members observed were mostly blue-collar workers. In fact, the Elk and Moose clubs were the only ones encountered in which were found blue-collar workers. Titusville Moose claims that 70-75 per cent of its membership are Cape workers, but has no idea of the proportion of newcomers. The other clubs estimate that most of the members are longer-term residents.

Women's fraternal organizations, such as the Order of the Eastern Star, a Mason auxiliary, do not solicit new members; and these groups have not experienced any appreciable influx of newcomers. There are some existing sororities in the communities, made up of longer-term residents, which are small in membership and are "closed." There are also several sororities made up of relative newcomers, and the local chapters were established during the past 10 years. One woman of three years' residence gained membership into one of the exclusive sororities in Titusville. At present, though, she is inactive in the sorority, remaining active in Junior Women's Club. A group in Melbourne, organized in World War II, was very active in civic work prior to the population expansion. Today it is still made up of the older residents and is simply a social club, with its civic importance having been pre-empted by the Junior Woman's Club.

### *Recreational Organizations*

Each community has a garden club of several circles each. There is a limit of 30 per circle, and each circle has a distinct make-up. The older circles are exclusive in varying degrees; some have waiting lists. They are made up of natives or longer-term residents. There are also circles formed more recently of newer residents. Some of the newer circles do attempt to attract newcomers, or, at least, new members. Most of the garden club circles encountered were made up of older residents.

Bowling leagues are more open to newcomers and more popular. Men's and mixed leagues bowl at night, and there are women's leagues in the morning. These are especially attractive to younger women because of the baby-sitter service provided by the bowling alleys. There are two bowling alleys in Titusville, two in the entire Cocoa area, and two in the Melbourne area. Bowling leagues are

popular in all three communities; over 76 teams are reported in one bowling alley in Titusville alone.

Square dance clubs are found in all three communities. The one in Titusville has 40 members, most of whom are newcomers. There are three clubs in Melbourne with over 100 total membership. The membership represents a cross section of age, occupation and length of residence in the community. The presidents are a local businessman, a retired military man, and a machinist, not one of whom is a newcomer.

In addition, there are several duplicate bridge clubs in Cocoa and Melbourne which are associated with the National Duplicate Bridge League. Any member of the national league can play. There are four skin-diving clubs in the Cocoa area. Boating, water skiing, and horseman's clubs are found in all three communities. Melbourne has a yacht club. Cocoa and Melbourne have anthropological societies. An Audubon Society, which goes back prior to the impact population and is made up of older people, is located in Cocoa. Hobby clubs for stamp collecting, coin collecting, chess, kart-racing, etc., exist in all communities. The Melbourne area has a greater variety, including dog fanciers, a mineral and gem society and an astronomical society.

### *Cultural Organizations*

There are active theater groups in each of the three communities. Titusville has two; the one interviewed has 75 active members, gives five planned performances yearly, and holds workshops, etc. Most of the actives are newcomers; many older residents hold season tickets but do not participate.

Surfside Players at Cocoa Beach has a ticket-holding membership of 650 and 100-150 active participants each season. Six plays are produced each season, and attendance is very good. The audience responds best to lighter productions, and the president says that the audiences find nothing wrong with a comedy concerning infidelity, etc., but many get upset if profanity is used. Mr. Feldman, the president, interprets this attitude as a small-town one, in opposition to the supposedly cosmopolitan features of the population.

In Melbourne, the Brevard Light Opera Association and the Indian River Players perform regularly. All of these groups appreciate talent and work, and regularly invite all interested persons to join. A newcomer who proves himself is usually accepted.

The Brevard Civic Symphony gives an average of six performances yearly. Membership is 45, and most are connected with the missile industry. The turnover in membership is great because of transfers. Membership is drawn from throughout the County. Practices are held weekly in Cocoa. The Organization exists primarily for the recreational benefit of the members.

There is an art association in each community. Melbourne and Cocoa have friends of the Library clubs, and there is a foreign film club in Melbourne.

### **The Organizational Road to Community Integration**

Out of the specific observations from the three communities studied, an "organizational road" which the typical newcomer takes to become a part of the community has been constructed. When a family moves into the Cape Kennedy area there is a selective factor which directs it toward a neighborhood of families of similar employment. In many cases the person or family will locate in the neighborhood where others who work for the same contractors are living. This initial relationship at the neighborhood level seems to be the most inclusive. It includes, husband, wife, and children. But it does not necessarily bring the newcomer in contact with the community. It is here that the wives meet and form friendships and acquaintances which form the basis for participation in other organizations, which again may not bring them in contact with the local community.

The second most inclusive mode of entry into community activities is through the church. Next to the neighborhood the church provides an avenue for meeting people with similar backgrounds. It is also quite clear that many ministers recognize that a primary function of church attendance is to cultivate new friendships and acquaintances. The question facing many of these ministers is how to transfer this initial interest in fellowship to a deeper commitment to the church program. This too may involve all members of the family.

The third broadest base for entry into community participation is through the P. T. A. groups. This is more restrictive than the church and neighborhood as is open only to those parents who have children between ages 6 and 17. The elementary age group has the strongest drawing power for parents.

Those parents with children of junior and high school age groups participate less in the Parents Auxiliary than do those with children in the elementary age group. The first three milestones on the road to community participation are ones which may include both parents and to some extent the children. At this point the men and women follow separate roads. For the men it is one of service through such organizations as Rotary, Kiwanis, etc.; for the women it is one of service through membership in such organizations as Women's Clubs, and Garden Clubs.

The evidence gathered in this study indicates that many of the women do participate in these organizations. On the other hand, the men participate more in the three basic family oriented organizations of the neighborhood, the P. T. A. and the church, and tend to isolate themselves more from the service organizations in the community.

This has several implications. First, these service organizations are directly related to the well-being of the community. They reflect a commitment to both its economic and cultural growth. On the other hand the men who work at the Cape derive their income not from the local community but from outside sources of funds, which make them relatively independent of the community. Second, the actual working arrangement is such that it is difficult for these men to participate in the meetings of such organizations. These organizations are geared to the local businessmen and are set so that they can be scheduled within the usual routine of the life of the community. On the other hand, the personnel of NASA and other space related activities are located some distance from the community and the length of the lunch hour make it almost impossible for most to join and participate even if they so desired. Consequently there has not been the usual incentive to join these organizations to the extent that their counterpart does. The basic difference in outlook between the two groups, those who depend on their livelihood from space related activities and those who depend on their livelihood from the growth and development of the community, is accentuated by this failure of the space related personnel to participate in the civic organizations to the same extent as the local resident. The future for the locally oriented individuals is related to the community itself. Whereas the space related personnel's future is not dependent on the growth of Titusville, Cocoa, or Melbourne.



The service and civic organizations bring together those people in the community who have similar commitment and interest in community growth and development. This is best dramatized by the fact that a newcomer is not necessarily classified by how long he has lived in the community, but rather where he works. A newcomer working for a space related activity could become a local old-timer if he transferred from the space related activity and took a position within the community. This notion of the transfer of loyalty or commitment, specifically the economic commitment, was made several times during the interviews and it is noted that officers of several of the organizations initially had been employed in space related activity but had at a later date taken employment within the community. The definition of a newcomer is not based entirely on the length of residence, but in terms of where he is employed. Place of employment rather than length of time in community determines commitment and involvement in community affairs.

This definition by the community of a newcomer in turn has led to a counter development within the organizational structure of these three communities. Since the economic and occupational interest of the space personnel does not parallel the locally oriented individual, there has emerged a number of organizations based on occupational lines. Within the space related activity men with particular occupations or interest meet as an occupational or professional group. This is also seen in some of the women's organizations in which the wives of employees have organized across occupational or employment lines. Another development is in at least one case the organization of a service organization at night. This is a development to accommodate the demands of the job with the desire to belong to one of the national service organizations.

## CHAPTER IX

# Adaptation of Newcomers -- Community Comparison

This project approaches the problem from the viewpoint of the individual rather than the organization. A random sample of households in the three communities was drawn. The basis for the sample was the route books of meters of the electric company. A few selected areas were tested for completeness of meter use and in all cases, it was 98 to 100 per cent coverage. A schedule was used and the interviewers read the questions to the respondents and recorded their answers.

### Sample Description

The sample cases in Titusville consisted of 248 cases, in Cocoa, 225 cases, and in Melbourne, 620 cases. Sampling ratio was 4.5 per cent of total white households in each community. The decision to limit the sample to white households was made primarily because of the small size of the sample which would, if representative, include very few Negro families. Also the primary emphasis of this study is on the impact of the space program on the population of Brevard County or the three communities under study. The initial figures on increased population suggest that the number of Negro migrants into the area has been relatively small.

The head of household or spouse was interviewed in each of the households drawn in the sample. It was anticipated that a high proportion of the respondents would be the wife. Thus it was stipulated in the sampling design that the husband should be interviewed in every fourth household. As a result of this stipulation, the sample consisted of 71.8 per cent females in Titusville, 76.4 per cent in Co-

coa and 75.8 per cent in Melbourne. The age distribution of the sample is shown in Table 27. There is no significant difference in this age distribution but the one noticeable characteristic is the relative young age of the population. In a similar study conducted by the Institute for Research in Social Science at the University of North Carolina entitled "Adaptation of Newcomers in the Piedmont Industrial Crescent," the authors, John Gulick and Charles E. Bowerman, found that approximately 15 per cent of a sample drawn in Durham were over 60 years of age, while in Greensboro, their

TABLE 27  
DISTRIBUTION OF AGE BY COMMUNITY

Age	Community		
	Titusville %	Cocoa %	Melbourne %
20-24 yrs. or less	10.9	13.3	10.3
25-29 years	13.7	10.2	15.6
30-34 years	15.7	15.6	14.5
35-39 years	14.1	11.6	15.3
40-44 years	12.9	12.4	15.3
45-49 years	9.7	14.7	9.7
50-54 years	6.9	7.1	6.8
55-59 years	4.8	4.4	5.2
60 yrs. or older	11.3	10.7	7.3
Total	100.0	100.0	100.0
N	(248)	(225)	(620)

sample population had approximately 9.5 per cent over 60 years of age.<sup>12</sup> The three communities, Titusville, Cocoa and Melbourne fall in between the two communities studied by Gulick and Bowerman. The comparison is being made with Durham and Greensboro primarily because the emphasis of that study was on the adaptation of newcomers to these two relatively stable communities and because of the sampling design. The distribution of ages and sex is comparable since they also interviewed heads of household. However one big difference is that the proportion of women interviewed in the Durham and Greensboro study was considerably lower than in the

<sup>12</sup> John Gulick and Charles E. Bowerman, *Adaptation of Newcomers in Piedmont Industrial Crescent*, Institute for Research in Social Science, U. North Carolina, Chapel Hill, N.C.

study of the three communities in Brevard County. In the Durham study, 57.1 per cent of those interviewed were women and in Greensboro it was 51 per cent.

Approximately 90 per cent of the total sample indicated that they were married and living with their spouse. There was some variation between the three communities but the difference in regard to marital status was not significant. One factor contributing to the stability of the three communities is the high proportion (approximately one third) of married couples who have been married over twenty years. Over 50 per cent of the couples had been married over ten years. In this sample the average number of children living at home at the present time varies by the community but this distribution is not significant. The families in the Melbourne area have the highest average number of children living at home with 1.8, Titusville is next with 1.7, and Cocoa has the lowest average number of children living at home with a mean of 1.6.

There are some minor variations in the demographic characteristics of the three communities, but in general the communities are fairly homogeneous in regard to age distribution, marital status, length of marriage and number of children presently living at home. The high proportion of these couples who have been married over ten years is considered as a stabilizing factor.

### ***Socio-economic Differences***

The three communities under discussion seemingly have many similarities as well as differences. Some of the attributes and reported behavior of the residents of these three areas were compared for the purpose of determining to what extent they are alike or different.

#### ***Income and Education***

There were significant differences in the distribution of income between these three communities as seen in Table 28. Titusville has the largest proportion, 30.4 per cent reporting income \$10,000 or higher, as compared to Melbourne with 21.4 per cent and Cocoa with 20.7 per cent. The smaller number of wives working in Titusville, as discussed under "Occupation," augments this difference between the three communities. Cocoa has the highest proportion of middle income families with 55.7 per cent of its families reporting

between five and ten thousand yearly income as compared to 45.9 per cent in Titusville and 50.5 per cent in Melbourne.

The educational attainment of the population in the area reflects the requirements of the aerospace operation. Over 39 per cent of the male respondents and spouse of the female respondent had a minimum of a college degree. An additional 32.1 per cent had completed high school. This proportion (71.5 per cent) of adults 25 years and older with at least a high school education is much higher

TABLE 28  
DISTRIBUTION OF INCOME BY COMMUNITY

Income	Community		
	Titusville %	Cocoa %	Melbourne %
Under \$2,000	6.1	4.1	5.1
\$2,000- 3,000	3.7	2.8	5.9
3,000- 5,000	8.2	10.1	12.2
5,000- 7,500	17.6	25.2	26.8
7,500-10,000	28.3	30.7	23.7
10,000-12,500	15.6	16.5	11.8
12,500-15,000	9.8	1.9	6.3
Over \$15,000	5.0	2.3	3.3
Refuses to answer	5.7	6.4	4.9
Total	100.0	100.0	100.0
N	(244)	(218)	(608)

COMMENT: Significance at .01 level.

than the state proportion in 1960 of 54.3 per cent. An important impact of the space program is the up-grading of the educational level of this area. The distribution of educational attainment is different by communities with Melbourne having a higher proportion of those with college or more education.

#### *Length of Residence in Community and Area of U.S. Where Spent Most of Life*

All three communities have a high proportion of newcomers. If less than two years in a community is considered an indication of being a newcomer, Titusville would have the highest proportion with 32.6 per cent, Melbourne next with 29.2 per cent and Cocoa least with 27.6 per cent (see Table 29). In a recent study conducted

# 104      Summary Report on NASA Impact on Brevard County

in Greensboro, N. C., only 14.7 per cent of the sample had lived there less than two years with 63.7 per cent living in the community ten years or longer.

TABLE 29  
DISTRIBUTION OF LENGTH OF RESIDENCE BY COMMUNITY

Length of Residence	Community			
	Titusville %	Cocoa %	Melbourne %	Greensboro <sup>a</sup> %
Less than 1 year	17.7	16.9	18.2	9.6
1 year but less than 2 years	14.9	10.7	11.0	5.0
2 years but less than 4 years	18.7	16.9	18.4	7.2
4 years but less than 6 years	16.9	14.2	16.3	5.2
6 years but less than 10 years	16.5	21.8	21.7	10.5
10 years but less than 20 years	9.7	12.4	11.1	19.1
Over 20 years	5.2	4.9	3.1	44.2
Born and lived here all my life	.4	2.2	.2	
Total	100.0	100.0	100.0	100.0
N	(248)	(225)	(620)	

<sup>a</sup> Table 1, "Length of Residence in Greensboro by Sex," *Adaptation of New-comers in Piedmont Industrial Crescent*, John Gulick and Charles E. Bowerman, Institute for Research in Social Science, U. of North Carolina, Chapel Hill, N.C., 1961, p. 10.

Since the great majority of the respondents were not native to the community, they were asked to indicate in what state they had spent most of their life. Table 30 gives the distribution by region.

TABLE 30  
DISTRIBUTION OF REGION WHERE SPENT MOST OF LIFE  
BY COMMUNITY

Region in Which Spent Most of Life	Community		
	Titusville	Cocoa	Melbourne
Florida	23.0	19.6	20.7
Other Southern State	37.6	40.4	34.6
Northeastern U.S.	15.7	18.2	19.3
Midwestern U.S.	17.7	16.0	19.8
Western U.S.	2.8	4.0	2.9
Other	.4	0.0	.2
Foreign	2.8	1.8	2.5
Total	100.0	100.0	100.0
N	(248)	(225)	(620)

Titusville has the highest proportion of migrants from Florida and other Southern states, 60.6 per cent, and Cocoa the least with 50.0 per cent. In the Greensboro study 62.4 per cent of the newcomers came from other parts of North Carolina, with an additional 23.5 per cent coming from other Southern States. This would mean that 85.9 per cent of the newcomers to Greensboro<sup>13</sup> come from other Southern States as compared to Titusville with 60.6 per cent.

### *Occupation*

There were a number of questions asked relating to occupation. Although the occupational structure of these three communities and the county reflect the impact of the aerospace industry, there was no difference between the three communities in the distribution of these occupations, but there was a difference between communities in the proportion of wives who work. In Titusville 11.3 per cent indicated they are now working as compared with 29.6 per cent in Melbourne and 39 per cent in Cocoa. The occupational structure of males in our sample has a higher proportion of professional and technical occupations than does the sample taken in Greensboro, N. C., and is also greater than the 9.6 per cent report in the 1960 census from Florida.

### *Mobility*

Although a high proportion of the sample in each community could be classified as newcomers, their mobility in the past fourteen years has not been great. The question, "Since 1950, how many times have you moved from one community to another?" was asked of each respondent. The average number of moves during this period for the respondents in Titusville was 2.77, for Melbourne 2.45 and for Cocoa 2.38 moves. The survey indicated 42.3 per cent of the respondents in Cocoa, 41.9 per cent in Melbourne and 36.7 per cent in Titusville have made no more than one move since 1950. Although there has been considerable in-migration to the three communities, a large proportion are families who have moved very little. In all three communities approximately 51 per cent lived in their community of birth fifteen or more years.

The majority of these families moved here from other parts of Florida and the South and as might be expected from their regional

<sup>13</sup> Ibid., Table 6, p. 14.

origins, the majority in all three communities spent most of their lives in cities under 100,000 population. This is a factor in shaping the general orientation of this population. They are more accustomed to a small town situation rather than to the expectation of metropolitan living. In this regard, Melbourne is more metropolitan oriented than are the other two communities.

TABLE 31  
DISTRIBUTION OF SIZE OF COMMUNITY WHERE RESPONDENT  
SPENT MOST OF HIS LIFE BY COMMUNITY

Size of Community Where Spent Most of Life	Community		
	Titusville	Cocoa	Melbourne
A farm	4.8	.9	3.5
Small town, less than 5,000	27.0	23.6	18.7
City of 5,000-25,000	24.2	28.0	25.3
City of 25,000-100,000	19.0	24.4	22.7
City of over 100,000	24.6	23.1	29.6
Don't know	.4	0.0	.2
Total	100.0	100.0	100.0
N	(248)	(225)	(620)

Comments: Significance at .05 level.

### Decision Making Process

The decision to move has been conceptualized as a combination of "push" and "pull" factors. The "push" being the neutral or undesirable conditions at the point of origin and the "pull" factors being the attractive features at the point of destination. In this discussion, the attractive features or "pull" factors were determined by asking the question, "What were the most important reasons for coming here?" The importance of economic opportunity is clearly demonstrated by the responses in Table 32.

If job transfer is included, 67.1 per cent of the respondents in Titusville, 68.7 per cent in Cocoa and 62.9 per cent in Melbourne moved to the area because of economic attractions. It is also clear that approximately 13 per cent of the respondents were transferred here as part of their job assignment with approximately 50 per cent seeking a position in the area. There is a subtle difference in seeking a position and having to move into the area because of a transfer. This suggests that the contractors utilize the local labor market for



employees rather than transferring existing personnel into the area. The next most frequent reason given for moving into the area is health and climate. This is a natural resource which Florida has exploited, but it is interesting to note that only one in ten respondents list this as the most important reason for moving into the area.

In evaluating the "push" factor from the point of origin, 25.2 per cent of the respondents indicated they did not want to stay in their previous community and that there were no particularly attractive

TABLE 32  
DISTRIBUTION BY COMMUNITY OF MOST IMPORTANT REASON  
FOR COMING HERE

Most Important Reason For Coming Here	Community		
	Titusville	Cocoa	Melbourne
Better economic opportunities	25.7	29.5	26.6
Job offer from company here	27.1	27.2	23.4
Spouse or parent were moving	9.3	7.8	6.6
Wanted to be near relative here	4.6	6.5	5.5
Educational opportunities here	.8	.9	1.3
Did not like the old place	2.1	1.4	1.7
Liked this town	5.1	6.9	6.7
Job transfer of company; had to move anyway	14.3	12.0	12.9
Health, climate	11.0	7.8	12.7
Total	100.0	100.0	100.0
N	(237)	(217)	(595)

Comment: 44 respondents answered the "other" category, and these are not included in the above tabulations.

features holding them. The reasons given most frequently were personal and family relationship, whereas the reason given most frequently for moving to the Cape Kennedy area was economic.

Is the decision to move a family made either by husband or wife or is it made jointly? According to the responses to this questionnaire tabulated in Table 33, it was the husband in a little less than half of the families, a joint decision in a little over a third and a family decision in two per cent of the cases.

From the data presented, it is clear that although a high proportion of the respondents have been in the county less than ten years, it is also clear that these families are not necessarily highly mobile families. In fact, as noted previously, many have made only one

move in the past fourteen years. This suggests that these families have defined their move into the area as their last move. If employment is available they would see this area as a place to stay. Asked "Whether they intend to remain in the community, and for how long," the overall response shown in Table 34 indicated that approximately 70 per cent plan to remain indefinitely.

TABLE 33  
DISTRIBUTION BY COMMUNITY OF WHO MADE  
FINAL DECISION TO MOVE

Person(s) Making Decision to Move	Community		
	Titusville	Cocoa	Melbourne
Husband	44.9	49.1	36.3
Wife	6.0	5.4	7.4
Wife and husband	39.5	29.9	43.0
Parents	3.2	3.1	2.7
Whole family	2.4	1.8	2.3
Single (unmarried) respondent	.8	5.4	4.5
Non-family, e.g. employer	2.8	2.7	3.2
Other family member	.4	1.3	.3
Doesn't apply	0.0	1.3	.3
Total	100.0	100.0	100.0
N	(248)	(224)	(620)

TABLE 34  
DISTRIBUTION OF INTENTION TO REMAIN IN COMMUNITY,  
BY COMMUNITY

Intentions of Remaining in Community	Community		
	Titusville	Cocoa	Melbourne
Uncertain	16.1	8.0	13.9
Yes	66.5	75.5	72.5
*Less than one year	4.4	5.8	3.1
1-2 years	2.0	3.6	2.7
2-3 years	2.8	.9	1.3
3-5 years	2.8	.9	1.3
More than 5 years	.8	0.0	1.0
Not sure	4.8	4.9	4.5
Total	100.0	100.0	100.0
N	(248)	(225)	(620)

\* This and the following categories apply to those who answered "No" to the question. They were then asked: "How much longer do you expect to stay?"

One of the biggest problems in the area has been the difficulty in commuting from home to work. The relationship between place of work and place of residence is clear from Table 35. A smaller proportion of the respondents living in Melbourne work in the Cape Kennedy area than in the other two communities. Conversely a higher proportion work in closer proximity to their home. One influence which could be drawn from this data is that Titusville will continue to grow when the new causeway is completed. This is

TABLE 35  
DISTRIBUTION OF LOCALITY OF WORK BY COMMUNITY

Work Locality	Community		
	Titusville	Cocoa	Melbourne
Cape Kennedy Area*	58.9	48.0	39.8
Titusville Area	28.2	.9	.3
Cocoa-Rockledge Area	2.4	39.1	2.9
Eau-Gallie-Melbourne Area	0.0	.5	47.4
Entire County	.8	5.3	3.5
Not applicable	9.7	6.2	6.1
Total	100.0	100.0	100.0
N	(248)	(225)	(620)

\* Comment: Significant Difference.

backed up by the fact that Titusville has a higher proportion of recent migrants. Thus it would seem that Titusville will receive many newcomers to the area as well as be the host to many families who will relocate within the area in order to have easier access to their work.

### Community Involvement—Voluntary Organizational Membership

This section supplements the report "Organizational Capacity of Three Communities" in which a survey of voluntary organizations was made and interviews were held with officers of a selected number. The general conclusion of that report was that although the number of voluntary organizations had increased, there was relatively little participation by space-related families, particularly the men. The survey approach to the problem asked the respondent the number and degree of participation in all voluntary organizations within the community.

This lack of participation in community organizations is reflected in the distribution of number of organizations to which the respondent belonged to as shown in Table 36. Including all three communities only 35.2 per cent of the respondents belonged to any organization, excluding church. There are significant community variations in the pattern of participation. Titusville is significantly different from the other two communities in the proportion of respondents who belong to one or more organizations. In Titusville only 27.4 per cent of the respondents indicated membership in one or more

TABLE 36  
DISTRIBUTION OF MEMBERSHIPS BY NUMBER OF  
ORGANIZATIONS BY COMMUNITY

Number of Organizations	Community		
	Titusville	Cocoa	Melbourne
1	64.7	56.4	62.8
2	16.2	18.8	22.1
3	11.8	16.5	10.8
4	4.4	2.4	2.6
5	.0	4.7	.9
6	2.9	.0	.4
7	.0	1.2	.4
Total	100.0	100.0	100.0
N	(68)	(85)	(231)

Comment: 709 respondents were not members of an organization and they are excluded from this analysis.

organizations as compared with 37.0 per cent in Cocoa, and Melbourne. In addition, 61.7 per cent of those who belong to an organization in Titusville only belong to one.

As a basis for comparison of these findings, the results of a study in Durham, N. C.,<sup>14</sup> indicated that 55 per cent of their sample belonged to at least one organization. There is an obvious lack of community participation by the respondents in the three communities.

#### *Organizational Involvement*

In addition to the number of respondents belonging to voluntary organizations, another indication of community identification is the commitment to the organization through participation in its opera-

<sup>14</sup> Ibid., p. 70.

tion. Among those respondents, (384), who indicated they belonged to at least one organization 67 per cent indicated they had not held any office in the organization. In Cocoa and Melbourne there is a small group of about 10 per cent of those belonging to an organization who have held office in two or more organizations. In Titusville, it is much smaller. Even though a smaller proportion of this sample than the Durham study belonged to one or more organizations, the per cent of those belonging who had been officers are approximately the same.

Although this small group of respondents were not outstanding in accepting the responsibility of office, they were fairly regular in attendance. In Melbourne 94 per cent of those belonging to one organization indicated they attended regularly as compared to 90 per cent in Titusville and 75 per cent in Cocoa. The proportion attending one or more meetings regularly is higher by some ten per cent than that reported in the Durham study<sup>15</sup> for those belonging to an organization.

### *Religious Involvement*

The previous discussion of organizational participation did not include church membership. Since this particular type of association is more extensive than others, it was asked as a separate question. It is important to note that only three persons in Titusville, six in Cocoa, and fifteen in Melbourne indicated that they had no "religious preference." Although there is no significant difference between the three communities, there is a difference in the proportion of Baptist and Roman Catholics in the communities of Titusville and Melbourne. In Titusville, 30.5 per cent of the respondents preferred the Baptist and Church of Christ groups and 10.2 per cent listed the Roman Catholic Church as preferable. In Melbourne these percentages were 23.8 and 17.5 respectively.

Religious preference for some implies little involvement so an additional question was asked as to the number of times the respondent attended religious services. If regular attendance is defined as once a week or more, 40 per cent of the total sample regularly attended. This deeper involvement by only 30 to 40 per cent of the respondents is significantly less than the 51 per cent of males and 60 per cent of the females reported in Greensboro, N. C.<sup>16</sup>

<sup>15</sup> Ibid., Table 42, p. 72.

<sup>16</sup> Ibid., Table 47, p. 79.

### Perception of Community Power Structure

Much has been written about the power structure of a community. In the absence of any studies relating to the power structure of these three communities, a series of questions were asked each respondent concerning the relative influence of civic or service organizations, businessmen, old families in the community, and Federal officials, i.e. NASA and the military. The distribution of the responses to these questions indicate some of the basic differences between these communities.

TABLE 37  
DISTRIBUTION OF ATTITUDE THAT BUSINESSMEN HAVE  
TOO MUCH INFLUENCE IN COMMUNITY

Attitude	Community		
	Titusville	Cocoa	Melbourne
Strongly agree	14.6	4.0	5.6
Agree	36.1	31.6	28.0
Undecided	10.5	12.0	10.1
Disagree	25.9	38.2	38.4
Strongly disagree	1.2	.9	1.3
Don't know	11.7	13.3	16.4
No response	.0	.0	.2
Total	100.0	100.0	100.0
N	(247)	(225)	(621)

TABLE 38  
DISTRIBUTION OF ATTITUDE THAT OLD FAMILIES  
HAVE TOO MUCH INFLUENCE IN AFFAIRS  
OF THE CITY BY COMMUNITY

Attitude	Community		
	Titusville	Cocoa	Melbourne
Strongly agree	13.0	6.2	4.0
Agree	34.0	20.9	19.5
Undecided	7.7	12.4	12.1
Disagree	30.0	44.5	43.6
Strongly disagree	3.2	.9	2.3
Don't know	12.1	15.1	18.2
No response	.0	.0	.3
Total	100.0	100.0	100.0
N	(247)	(225)	(621)

There are three of these questions which make a sharp distinction between Titusville, Cocoa and Melbourne. As indicated by Table 37 and Table 38, a high proportion of the respondents from Titusville support the statements "that businessmen have too much influence" and "that old families have too much influence." The differences in distribution here are statistically significant. The idea that civic organizations and the Federal government have too much influence is not subscribed to by many of the respondents in our

TABLE 39  
DISTRIBUTION OF ATTITUDES THAT FEDERAL OFFICIALS  
(i.e., NASA AND MILITARY) HAVE TOO MUCH TO SAY  
ABOUT RUNNING THE AREA BY COMMUNITY

Attitude	Community		
	Titusville	Cocoa	Melbourne
Strongly agree	2.8	1.3	1.4
Agree	14.6	12.0	10.6
Undecided	7.7	12.4	10.0
Disagree	62.0	62.3	59.6
Strongly disagree	1.2	.9	3.7
Don't know	11.7	11.1	14.5
No response	.0	.0	.2
Total	100.0	100.0	100.0
N	(247)	(225)	(621)

TABLE 40  
DISTRIBUTIONS OF ATTITUDES THAT CIVIC ORGANIZATIONS  
(i.e., LIONS, J.C.'S, ROTARIANS) HAVE TOO MUCH TO  
SAY ABOUT CITY AFFAIRS BY COMMUNITY

Attitude	Community		
	Titusville	Cocoa	Melbourne
Strongly agree	1.2	.4	.2
Agree	8.5	3.6	5.0
Undecided	11.3	9.8	9.3
Disagree	61.1	70.2	65.8
Strongly disagree	4.5	1.8	2.6
Don't know	13.4	14.2	16.9
No response	.0	.0	.2
Total	100.0	100.0	100.0
N	(247)	(225)	(621)

# 114 Summary Report on NASA Impact on Brevard County

sample. One reason for the opinion that civic organizations do not have too much influence could be the fact that so few of the respondents belong or it might be that they don't belong because they feel they have so little influence.

Given the perception of the community power structure as reflected in the answers to the previous questions, how important does the respondent feel the individual is in influencing community decisions? Table 41 gives the distribution of responses to the statement

TABLE 41  
DISTRIBUTION OF ATTITUDE THAT AN ORDINARY CITIZEN  
DOESN'T HAVE OPPORTUNITY TO SAY HOW THE  
COMMUNITY WAS RUN BY COMMUNITY

Attitude	Community		
	Titusville	Cocoa	Melbourne
Strongly agree	15.4	4.4	4.0
Agree	36.4	26.7	32.4
Undecided	8.5	9.3	13.2
Disagree	34.0	55.1	45.5
Strongly disagree	1.2	1.8	2.6
Don't know	4.5	2.7	2.1
No response	.0	.0	.2
Total	100.0	100.0	100.0
N	(247)	(225)	(621)

that "an ordinary citizen doesn't have an opportunity to say how the community was run." The majority of the respondents in Titusville feel that the individual had little opportunity to influence the community as compared to a much smaller proportion in the other two communities. Although there was a significant difference on how these three communities felt as to the opportunity to say how the community was run, there were no differences in the distribution of their perception of how much influence they have on community political decisions and issues. Over 50 per cent of the respondents felt they could do very little. A larger proportion of respondents in Titusville however felt that an individual didn't have the opportunity to voice his opinion in community affairs as compared with Cocoa and Melbourne. The difference in response patterns is a difference between the opportunity and the exercising of this opportunity. Lack of active participation in Cocoa and Mel-



bourne is apparently not due to a closed community, but is due to lack of interest in community decisions. In Titusville, lack of participation is apparently due to the idea that it is a closed community as well as lack of interest.

### Community Satisfaction

Community comparison has given a general profile of the three communities. In many of the demographic factors, there was little difference between the communities. In the areas of community participation and perception of the power structure there was a very sharp difference between Titusville on the one hand and Cocoa and Melbourne on the other. These comparisons were run primarily to help understand any revealed differences in the degree of community satisfaction.

In an effort to get at an understanding of satisfaction with their particular community four questions were asked. These four questions were asked in the survey conducted in Durham and Greensboro, N. C., and thus provide a basis of comparison between the three communities in Brevard County as well as Durham and Greensboro, N. C. The first question has to do with general satisfaction with the community and was asked in the following manner: "Considering everything would you say you are satisfied or dissatisfied with this city as a place to live?"

The response to this question as shown in Table 42 indicates a sharp difference between Titusville and the other two communities. In Titusville, 66.1 per cent of the respondents indicated general

TABLE 42  
PERCENTAGE DISTRIBUTION TO QUESTION, "CONSIDERING  
EVERYTHING WOULD YOU SAY YOU ARE SATISFIED OR  
DISSATISFIED WITH THIS CITY AS A PLACE TO LIVE?"

Are You Satisfied Or Dissatisfied	Community		
	Titusville	Cocoa	Melbourne
Very satisfied	16.5	15.2	21.0
Satisfied	49.6	61.0	59.3
Neither	11.7	9.9	9.0
Dissatisfied	17.3	11.2	9.0
Very dissatisfied	4.8	2.7	1.6
Total N	(248)	(223)	(619)

satisfaction as compared to 76.2 per cent in Cocoa and 80.3 per cent in Melbourne. The results of the survey conducted in Greensboro and Durham in 1961 were used as a base line to determine if this level of satisfaction was high or low for the community. The respondents in the Greensboro survey answer the question favorably in respect to satisfaction with their own community 79.6 per cent of the time and in Durham approximately 90 per cent were satisfied. When this comparison is made, Melbourne is the only one of the three communities in Brevard County sample which compares favorably in community satisfaction with either Greensboro or Durham.

The second question asked relating to community satisfaction was stated as follows: "If you had to leave this community for some reason and live some place else, would you miss it?" The same pattern of response, presented in Table 43, is found on this expres-

TABLE 43  
PERCENTAGE DISTRIBUTION TO QUESTION, "IF YOU  
HAD TO LEAVE THIS COMMUNITY FOR SOME REASON  
AND LIVE SOME PLACE ELSE, WOULD YOU MISS IT?"

Would You Miss This Community	Community		
	Titusville	Cocoa	Melbourne
Very much	26.6	32.6	43.9
Some	37.5	41.1	35.6
Not at all	35.5	25.4	20.0
Don't know	.4	.9	.5
Total N	(248)	(224)	(620)

sion of satisfaction with the community. In Titusville 26.6 per cent of the respondents stated they would miss the community very much if they left as compared with 32.6 per cent in Cocoa and 43.9 per cent in Melbourne. This can be compared with the response in Greensboro of 59.3 per cent who would miss the community "very much" if they had to leave.<sup>17</sup>

The response to the question, "Do you ever think to yourself, this is a wonderful place to live?" is a more extreme statement of satisfaction with the community. The distribution of responses to

<sup>17</sup> Ibid., Table 16, p. 28.

this question follow the previous pattern. More of the respondents living in Melbourne are extremely satisfied than in any of the other two as illustrated in Table 44. Their responses in comparison with the Greensboro study are interesting since they do not follow the previous pattern. In Melbourne 41.5 per cent of the respondents indicate they feel this way "often" as compared to 33.4 per cent in

TABLE 44  
DISTRIBUTION OF RESPONSES TO QUESTION, "DO YOU  
EVER THINK TO YOURSELF, THIS IS A WONDERFUL  
PLACE TO LIVE?"

Community Satisfaction	Community		
	Titusville	Cocoa	Melbourne
Often	23.0	29.5	41.5
Sometimes	27.8	31.2	29.8
Seldom	10.1	10.7	10.5
Never	39.1	27.7	17.6
Total	100.0	100.0	100.0
N	(248)	(224)	(620)

Greensboro. But if you combine the two categories "often" and "sometimes," 79.6 per cent of the Greensboro study would be included as compared with 71.3 per cent in Melbourne and 50.8 per cent in Titusville.

The final question relating to satisfaction is stated in a negative way. It was: "Do you ever wish you did not live here?" Table 45 gives the response to this question. Here again Melbourne has a

TABLE 45  
DISTRIBUTION OF RESPONSES TO QUESTION, "DO YOU  
EVER WISH YOU DID NOT LIVE HERE?" BY COMMUNITY

Did You Ever Wish You Did Not Live Here?	Community		
	Titusville	Cocoa	Melbourne
Often	12.5	9.0	8.1
Sometimes	23.0	15.7	17.5
Seldom	9.3	13.5	12.3
Never	55.2	62.0	62.1
Total	100.0	100.0	100.0
N	(248)	(223)	(618)

more favorable response pattern in that only 25.6 per cent of the respondents list "sometime" or "often" as compared with 35.5 per cent from Titusville. In the Greensboro study 26.7 per cent of the respondents checked "often" or "sometimes."

In general it can be said that there is a striking difference in attitudes toward the community with Melbourne having the most favorable and Titusville least favorable. In comparison with communities outside of Florida, Greensboro and Durham, N. C., were used because of the recency of the studies as well as the fact that similar questions were asked. Community satisfaction was greater in Greensboro and Durham than in Melbourne. This suggests that satisfaction with Melbourne might be what is expected in an average community such as Greensboro and Durham, N. C. By contrast, satisfaction with Titusville is low and Cocoa should be concerned with its impact on its residents.

### **Length of Residence in the Community**

The second part of the study turns from community comparisons to individual differences based on length of residence in the community. There were some very noticeable county wide differences in degree of community satisfaction and involvement by length of residence.

#### *Income and Occupation*

There is a significant relationship between length of residence and income. Although it is not linear, it is clear from Table 46, that the proportion of residents who reported yearly income \$12,500 and over increased by length of time in the community with six to ten years having the largest proportion in this income category.

In the analysis of occupation there is no clear pattern although the overall relationship is significant by length of residence. In the case of the professional category there is an increase in proportion by years of residency until the period ten years and over, at which point it drops. The proportion in Professionals and in Managers and Proprietors increases by length of time in community up until ten years. In the case of Managers and Proprietors the linear relationship continues to the last period over ten years. For all other occupations there is little relationship.

TABLE 46  
PERCENTAGE DISTRIBUTION OF INCOME BY LENGTH  
OF RESIDENCE IN COMMUNITY

Income Categories	Years Residence in Community				Total %
	2 or less %	2-6 %	6-10 %	over 10 %	
Under \$2,000	5.8	2.8	3.8	12.3	5.3
Between \$2,000 and \$3,000	4.2	4.2	5.7	7.2	4.9
Between \$3,000 and \$5,000	16.9	9.4	5.7	11.6	11.2
Between \$5,000 and \$7,500	28.2	28.8	19.9	18.1	25.2
Between \$7,500 and \$10,000	26.6	28.5	27.0	24.5	27.1
Between \$10,000 and \$12,500	10.1	14.4	19.9	13.5	14.1
Between \$12,500 and \$15,000	3.6	7.2	9.5	5.8	6.4
Over \$15,000	1.6	3.3	6.6	3.9	3.6
No Response	2.9	1.4	1.9	3.2	2.2
Total - N = 1035	100.0	100.0	100.0	100.0	100.0

Chi-Square Sig at .01 level.  $X^2_{24} = 74.5$ .

### *Length of Residence in Community and Patterns of Mobility*

One of the important findings in the comparison of communities was that a high proportion of the migrants came from Florida and other southern states (see Table 29). Length of time in the community related to the section of the country where they spent most of their life reveals a high proportion of the early migrants came from Florida and then the proportion dropped off, but in the last two years, there was an increase. One in four of the newcomers (less than two years) and approximately one in three of the old timers (ten or more years) have spent most of their life in Florida. The other striking finding is that at least 50 per cent of the migrants in any time period came from a southern state, and for some periods it was as high as 60 per cent.

### *Number of Moves*

The number of moves made since 1950 is highly correlated with length of residence in the community. The mean number of moves since 1950 decreases with length of residence. For those living in the area for less than one year, the mean number of moves since 1950 is 3.5, for those living in the community one to two years, it is 3.6 moves and decreasing to .9 for those living in the community ten years or longer.

*Length of Residence and Perception of Power Structure*

In the analysis of community difference, a clean cut distinction between the influence of the various groups was found. Does the length of time a person lives in the community also influence his perception of how a community is run? A partial answer is given to this question in the analysis of the statements relating to influence in the community controlled by length of residence. The response to all four of the statements were related to length of residence in the community. The pattern was also consistent in all four statements in that the proportion of "don't know" decreases with length of time. This produced a corresponding increase in the proportion who agreed with the statement. In all cases except the statement concerning the influence of the businessman, the proportion who disagreed increased more than those who agreed with the statement. With this exception, the longer the person had lived in the community the less chance he has of identifying these various groups as being too influential. This pattern of response also suggests that the community a person lives in rather than his length of residence in the community is the important factor.

*Length of Residence and Participation in Voluntary Organizations*

Although the result of the analysis by community of residence indicates differences in community participation, the question of whether length of residence is related to amount of participation is still unanswered. This is particularly important since so little involvement in social activities was found. There is a high relationship between length of residence and the proportion of respondents who belong to one or more voluntary associations. In the Durham study, there was little relationship between percentage of respondents belonging to one or more organizations and length of residence, although a higher proportion belonged for all lengths of time than in these three communities. In the Durham study for those who had lived in the community six years or less, 47 per cent belonged, for six to twenty years in the community, 41 per cent of the respondents belonged, and for those who had lived in the community for over twenty years, 51 per cent belonged to one or more organizations.<sup>18</sup> The proportion of respondents belonging to one or more organizations compares favorably with that of Durham except for

<sup>18</sup> *Ibid.*, Table 40, p. 71.

those living in the community less than six years. This suggests that in contrast to Durham, the newcomers in these three communities are not enjoying the same amount of participation in community organizations as the old timer or the native. The critical period seems to be six years' residence. After this time participation also increases to the level observed elsewhere.

TABLE 47  
DISTRIBUTION OF PERCENTAGE OF  
RESPONDENTS WHO BELONGED TO  
VOLUNTARY ORGANIZATIONS BY  
LENGTH OF RESIDENCE

Length of Residence	Percentage
Less than 1 year	9.8
1-1.9	23.5
2-3.9	31.9
4-5.9	32.0
6-9.9	51.2
10+	53.3

#### *Church Attendance*

Length of residence is not related to either the respondent's religious preference or frequency of attendance at church service. It is, however, related to whether the individual takes part in any of the other activities of the church. The proportion of respondents participating increases from one in four participating in the first year of residency to four in ten for those having lived in the community over ten years. However, there is little difference in the proportion participating until the person has lived in the community over four years.

#### *Length of Residence and Community Satisfaction*

The length of time a person lives in the community influences his degree of satisfaction with the community. In the general question concerning satisfaction this relationship is present. But the percentage of respondents who fell in the high satisfaction category is much lower in this sample than in the Greensboro study. Approximately 26 per cent of the respondents in the Greensboro sample<sup>19</sup> living in the community less than two years indicated high satisfac-

<sup>19</sup> *Ibid.* Table 17, p. 30.

tion as compared with 13.8 per cent in our sample. The native population of their sample indicated high satisfaction in 44.2 per cent of the cases as compared to 33.3 per cent in this study for those who have lived in the community ten years or longer.

A more specific expression of satisfaction is the question "Do you ever think to yourself, this is a wonderful place to live?" The responses to this are also related to length of time the person has lived in the community. The frequency of the responses "often" and "sometimes" range from 57.6 per cent of the very recent migrants to 75.9 per cent of those living in the community ten years or longer. On the negative side, one-third of the very recent migrants have never felt this way as compared with one in the six of those who have lived in the community ten years or longer.

The final question relating to community satisfaction states "If you had to leave here for some reason and live someplace else, would you miss the community?" There is a very high correlation between length of residence and the proportion of respondents who would miss the present community. Approximately four out of ten of the very recent migrants would not miss the community at all. Those who would miss the community range from 60.1 per cent of the very recent migrants to 87.7 per cent of the old timers (ten or more years).

Length of residence in the community plays a significant role in the definition of these respondents as to their degree of satisfaction. In comparing the findings of this study with that of the one completed in Greensboro, two differences are apparent. First the proportion of "satisfied" respondents is much lower in this study. The second difference is the lack of a relationship between length of residence and proportion of respondents satisfied found in the Greensboro sample as compared with the high relationship in this study. In Greensboro the high proportion of satisfied respondents cut across length of residence while in Brevard County, the lower proportion of satisfied people were found among the newcomers. This suggests some barriers which initially prevented the newcomer from feeling satisfied with the community as a place to live. Community cohesion is relative and satisfaction with one's style of living is highly individualistic.

The majority of the newcomers to this county were attracted here by the work opportunity provided by the aerospace development. The rapid increase in population placed exceptional stress on



all segments of government, local, county, and state. Some of these have been discussed in this report. Many of the problems which developed were inherent in the system as it existed prior to the period of rapid growth. Rapid growth and the increased demands for service and programs accentuated the need for change.

The people themselves have made adjustment to their environment. Although in comparison with other community studies there was less immediate satisfaction, it was clear that the longer they stayed in the community the greater the satisfaction. Also the majority of the newcomers moved into the area with the intention of remaining. These families who come from all parts of the U. S. plan to make their home in Florida contingent on the future of the aerospace program.

# BREVARD COUNTY, FLORIDA



A  
T  
L  
A  
N  
T  
I  
C  
  
O  
C  
E  
A  
N

